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The Times
DOCUMENTARY HISTORY
OF THE WAR

VOL. III.

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The  Times

DOCUMENTARY HISTORY
OF THE WAR

VOLUME III.

NAVAL—PART 1



LONDON
PRINTING HOUSE SQUARE
1917

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INTRODUCTION

“THE TIMES” DOCUMENTARY HISTORY OF THE WAR is a collection of documents concerning the War in all its aspects, so arranged as to record the events of the great struggle in which the Nations are now involved, and the circumstances which led up to them.

It consists of documents issued officially or recognised by the various belligerents, such as diplomatic correspondence, proclamations, ultimatums, military orders, reports, despatches, messages from monarchs to their peoples, etc., together with public statements by responsible Ministers and Correspondence in the Press of an authoritative character; the whole collated, classified, indexed, and where necessary cross-referenced and annotated.

The documents are left to speak for themselves, except where brief unbiased notes are needed to elucidate them. These are placed within square brackets to distinguish them from the notes in the originals.

The Times, with its network of Correspondents in all parts of the world, is in a particularly favourable position to obtain information, and, having at its service an experienced staff, is able to reach sources not generally accessible to others.

As the large mass of documents involved in the collection has been systematically classified and arranged from the commencement of the War, it has been found possible to issue to the public simultaneously a representative series of volumes.

INTRODUCTION

A survey of the constantly accumulating material would appear to indicate that *The Times* DOCUMENTARY HISTORY OF THE WAR will be grouped into at least five main divisions :—

- I. DIPLOMATIC.
- II. NAVAL.
- III. MILITARY.
- IV. OVERSEAS, comprising documents dealing with events in the Dominions and Possessions Overseas and in enemy territories not included in the first three divisions.
- V. INTERNATIONAL LAW, including documents relating to the Laws of War, the Proceedings of Prize Courts, etc.

Each division will appear in its own distinct set of volumes.

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THIS volume begins the Naval division of *The Times* DOCUMENTARY HISTORY OF THE WAR. The documents contained in it are of a distinctly naval character. They deal either with specific naval events or with questions of policy and acts of State having a direct bearing on the conduct of the War on the seas. But, though the distinction between naval war and naval policy and other acts or questions of war and policy seems obvious enough, it has not been found so easy as might at first sight appear to draw it in practice.

One difficulty always arises in respect of overseas operations. In one sense all these are of a naval character, since they must begin and be maintained by naval agencies. But if that wide definition were adopted every operation of the War would have to be included in this or succeeding Naval Volumes, and the distinction between the Naval and Military Volumes of this series would be obliterated. On the other hand, some of the overseas operations undertaken and prosecuted to a successful issue in the course of the War have been so largely of a naval character that their exclusion from the Naval series would have been improper.

The method adopted has been to treat as naval all such overseas operations as have had a large naval element throughout, and to exclude as essentially military those which were naval only in their early and incipient stages. This distinction, so far as practicable, though with no very strict logical exactitude, has been adhered to in the present

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volume, with the result that certain operations in the South Seas have been recorded in full, while those in Africa, East, West, and South, have, for the most part, been excluded as military, only such naval events as marked their inception being noted in their proper place in chronological order.

Another such difficulty arises over Prize Court Proceedings. These are, in one sense, essentially naval in character, and yet, in another, they stand apart as raising legal and judicial rather than purely naval issues. This difficulty has been met by reserving all Prize Court Proceedings for separate treatment in the division relating to International Law. The Order in Council of August 5, 1914, promulgating regulations for the conduct of Prize Court Proceedings, has been given on p. 60, because this forms part of the general naval policy of this country. But the Regulations themselves have not been included, and no Proceedings under them have been given in the present volume.

In the Appendix are printed certain State papers of an international character which are necessary to the full understanding of the naval situation as it existed during the earlier stages of the War. These documents could not well be given in the body of the text, inasmuch as they were all formulated and promulgated several years before the War began.

The arrangement of the volume is, in the main, chronological, each event being recorded either under the date on which it occurred, or under that on which it was first mentioned in any public document, official or unofficial. The source of each document is, as a rule, given in the margin, as also its date, unless the latter is found in the document itself. The month to which the several documents refer is indicated at the inner top corner of each left-hand page, and the year at the corresponding inner corner of the page on the right. But the day of the month is not given, because under the method of arrangement adopted this would often have been misleading. For instance, on pp. 52-54 a document is cited

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which bears date February 14, 1916; but the events to which it refers properly belong to August, 1914, and for that reason the document appears under that date.

To the general order of arrangement by date certain exceptions have been made, the reasons for which must here be explained:—

1. In some cases the event recorded is not an isolated occurrence, but is rather the first of a connected sequence of occurrences following each other in close succession, and coincident in date at some point with other occurrences having no connexion with the sequence in question beyond the purely accidental coincidence in date. In such cases there was no escape from the following dilemma: either the sequence in question must be given intact irrespective of the interruption of the general chronological order; or it must be interrupted at this point or that in order to interpolate in strict chronological order the record of other events which were simultaneous in point of time, but otherwise quite independent of the sequence. On due consideration the former alternative has been adopted. Sequences of this kind are indicated by placing a "rule," thus —————, between each of the associated documents cited, and the close of each sequence is indicated by a double "rule," the upper line thick and the lower thin, thus =====. Within the sequence the documents cited follow their own chronological order, and not that of the general scheme of arrangement. An illustration of this method will be found on pp. 51-54, where the operations of the *Goeben* and the *Breslau* are recorded. In very short sequences the concluding double rule has seemed to be superfluous and has, therefore, been omitted. The same method has been employed in the treatment of any connected sequence of Diplomatic Correspondence, as on pp. 29-51, and of any official publication of despatches relating to a connected series of naval events, as on pp. 135-160.

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2. "Promotions, Appointments, Honours and Rewards" affecting the higher ranks of the Navy have not been given in the chronological order of their first announcement, but have been collected together and printed under that heading at the end of each month.

3. A list of enemy merchant vessels detained in British and Allied ports, or captured at sea by His Majesty's armed forces and those of the Allies, is published periodically in the *London Gazette*. These lists are given *in extenso* at the end of each month, no data being available for determining the exact date of the capture or detention of any particular ship. No similar lists of British merchant vessels detained, captured, sunk, or otherwise destroyed by the enemy have been officially issued. But, as is stated in a note on p. 174, "a complete list of all such vessels up to date July 26th, 1915, has been compiled at Lloyd's, and this list will be printed under that date in a subsequent volume."

4. At the beginning of each month the Admiralty issue, under the title of "Admiralty Monthly Orders," a collection of all the Orders issued to the Fleet from time to time during the preceding month. These Orders, being issued solely for the use of the Fleet, are not commonly made public, some of them being of a confidential character, others of purely technical and professional interest. By the courtesy of the Admiralty the Editors have had access to them, and, subject to the approval of the Admiralty in each particular case, have been allowed to print such of them as seemed to be invested with general or historical interest. Under the heading "Admiralty Monthly Orders," a selection of these Orders will be found at the end of the record of each month represented in this volume. The number prefixed to each Order is that which indicates its place in the complete monthly series as issued by the Admiralty. The missing numbers represent either Orders which are devoid of public interest, or, in a

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few cases, those which have, for reasons of State, been withheld by the Admiralty from publication.

An explanatory list of the abbreviations used in the margin to indicate sources of information is here appended :—

- (1) *B.* = THE BRITISH BLUE-BOOK, the despatches in which are referred to by their numbers. (See *The Times* DOCUMENTARY HISTORY OF THE WAR, Vol. I., where they are given in full.)
- (2) *C.O.* = COMMUNIQUÉS OFFICIELS. These are extracted and translated by permission from a French publication entitled “Nos Marins et la Guerre,” belonging to the well-known series of “Pages d’Histoire” (Paris and Nancy, Librairie Militaire Berger-Levrault), and containing, amongst other matter of a less official character, the official communications of the French Ministry of Marine.
- (3) *D.N.S.B.* = DUTCH NORTH SEA BOOK, an official publication of the Netherlands Government entitled “Diplomatieke Bescheiden betreffende de Vaart in de Noordzee en het Kanaal in Verband met den Oorlogstoestand” (’s Gravenhage—Algemeene Landsdrukkerij—1915). The correspondence extracted from this publication and cited in the present volume is given, in the original, in English as regards the English despatches, and in French as regards the Dutch. The latter have been translated.
- (4) *K.D.* = KRIEGS-DEPESCHEN, a German serial publication entitled “Kriegs-Depeschen, nach den amtlichen Berichten des W.T.B. (*i.e.*, the Wolff Telegraphic Bureau) zusammengestellt” (Boll u. Pickardt, Verlagsbuchhandlung, Berlin). This serial is largely, but not entirely, identical with that next to be described, and most of the extracts common to both have been taken from the latter. In all cases they have been translated.

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- (5) *K.V.* = *KRIEGSVVERLAUF*, another German serial, entitled "Der Kriegsverlauf, Sammlung der amtlichen Nachrichten von den Kriegsschauplätzen, Depeschen des Deutschen Grossen Hauptquartiers, des Österreichischen Generalstabes, des Türkischen Hauptquartiers, Meldungen von W.T.B., Urkunden und Berichte" (Carl Heymanns Verlag in Berlin W.8. Mauerstrasse, 43, 44). It is more copious than "*K.D.*" and has, therefore, commonly been used in preference.
- (6) *L.G.* = THE "LONDON GAZETTE."
- (7) *P.B.* = THE PRESS BUREAU, which it is unnecessary to describe.
- (8) *U.S.D.C.* = UNITED STATES DIPLOMATIC CORRESPONDENCE, a series of publications issued by the American Department of State and containing "Diplomatic Correspondence with Belligerent Governments relating to Neutral Rights and Commerce."
- (9) *Y.* = THE FRENCH YELLOW-BOOK (official translation), the despatches in which are referred to by their numbers. (See *The Times* DOCUMENTARY HISTORY OF THE WAR, Vol. I., where they are given in full.)

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INTRODUCTION.

MESSAGE FROM KING GEORGE TO ADMIRAL SIR JOHN JELlicOE.

August 4.

THE following message was addressed by His Majesty the King to Admiral Sir John Jellicoe :—

At this grave moment in our national history I send to you, and through you to the officers and men of the Fleets of which you have assumed command, the assurance of my confidence that under your direction they will revive and renew the old glories of the Royal Navy, and prove once again the sure shield of Britain and of her Empire in the hour of trial.

GEORGE R.I.

(The above message was communicated to the senior naval officers on all stations outside of home waters.)

[For Sir John Jellicoe's reply to the King, see p. 59.]

JULY AND AUGUST.

THE GERMAN FLEET RECALLED FROM NORWEGIAN WATERS.

M. Chevalley, French Minister at Christiania, to M. Bienvenu-Martin, Acting Minister for Foreign Affairs.

Christiania, July 26, 1914.

THE whole German fleet in Norway has received orders Y. 58. to put to sea. The German authorities at Bergen declare that it is to make straight for Germany. German ships scattered in the Fjords to the north of Bergen were to join those which are in the neighbourhood of Stavanger.

CHEVALLEY.

ALLEGED POSTPONEMENT OF DEMOBILISATION OF BRITISH FLEET ON JULY 24TH.

M. de Fleuriau, French Chargé d'Affaires at London, to M. Bienvenu-Martin, Acting Minister for Foreign Affairs.

London, July 27, 1914.

SIR EDWARD GREY told the German Ambassador Y. 66. this morning that if Austria were to invade Serbia after the Serbian reply, she would make it clear that she was not merely aiming at the settlement of the questions mentioned in her note of July 23, but that she wished to crush a small State. "Then," he added, "a European question would arise, and war would follow in which other Powers would be led to take a part."

The attitude of Great Britain is confirmed by the postponement of the demobilisation of the fleet. The First Lord of the Admiralty took this measure quietly on Friday⁽¹⁾ on his own initiative; to-night, Sir Edward Grey and his colleagues decided to make it public. This result is due to the conciliatory attitude of Serbia and Russia. (1) [July 24.]

DE FLEURIAU.

[There is a manifest discrepancy between this document and that which follows it immediately below. The latter shows that Sir Edward Grey announced the decision in question to the Austro-Hungarian Ambassador

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on July 27th, the date of M. de Fleuriau's despatch. The date on which "Sir Edward Grey and his colleagues decided to make it public" cannot have been later than July 26th, since the Admiralty Order quoted below was officially published in *The Times* of July 27th. The circumstances in which this Order was given were stated by Prince Louis of Battenberg in the following letter addressed to Mr. Winston Churchill on August 19th, 1915, and published in *The Times* and other newspapers on August 21st, 1915 :

*Kent House, East Cowes,
Isle of Wight, August 19, 1915.*

DEAR MR. CHURCHILL,—I notice from the newspapers that the—unauthorised—publication of a private note of mine concerning certain action which I took when in charge of the Admiralty on July 26th, 1914, has been made the basis of various strictures on you. I greatly regret this, since you as First Lord, and I as First Sea Lord, acted during this critical time in perfect harmony and with absolute mutual trust, as is shown by the following statement of what occurred at the Admiralty on that date.

The news from abroad on the morning of July 26th was certainly, in my opinion, very disquieting, and when you called me up on the telephone from Cromer about lunch-time I was not at all surprised to hear you express the same view. You then asked me to take any steps which, in view of the foreign situation, might appear desirable. You reminded me, however, that I was in charge of the Admiralty and should act without waiting to consult you. You also informed me you would return that night instead of next morning.

After making myself acquainted with all the telegrams which had reached the Foreign Office, and considering the different steps towards demobilisation, which, in the ordinary course of events, would have commenced early next morning, I directed the Secretary, as a first step, to send an Admiralty Order by telegraph to the Commander-in-Chief of the Home Fleets at Portland to the effect that no ship was to leave that anchorage until further orders. For the time this was sufficient.

You fully approved of this when you returned, and we then, in perfect accord, decided upon the further orders as they became necessary, day by day.

Pray make any use you like of this letter, and believe me to be,

Yours very sincerely,
LOUIS BATTENBERG.]

SIR EDWARD GREY ANNOUNCES SUSPENSION OF DEMOBILISATION TO AUSTRO-HUNGARIAN AMBASSADOR.

Sir E. Grey to Sir M. de Bunsen, British Ambassador at Vienna.

Foreign Office, July 27, 1914.

B. 48.

. . . . I said that it seemed to me as if the Austrian Government believed that, even after the Serbian reply, they could make war upon Serbia anyhow, without risk of

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bringing Russia into the dispute. If they could make war on Serbia and at the same time satisfy Russia, well and good ; but, if not, the consequences would be incalculable. I pointed out to him that I quoted this phrase from an expression of the views of the German Government. I feared that it would be expected in St. Petersburg that the Serbian reply would diminish the tension, and now, when Russia found that there was increased tension, the situation would become increasingly serious. Already the effect on Europe was one of anxiety. I pointed out that our fleet was to have dispersed to-day, but we had felt unable to let it disperse. We should not think of calling up reserves at this moment, and there was no menace in what we had done about our fleet ; but, owing to the possibility of a European conflagration, it was impossible for us to disperse our forces at this moment. I gave this as an illustration of the anxiety that was felt. It seemed to me that the Serbian reply already involved the greatest humiliation to Serbia that I had ever seen a country undergo, and it was very disappointing to me that the reply was treated by the Austrian Government as if it were as unsatisfactory as a blank negative.

I am, &c.,

E. GREY.

FLEET ORDERED NOT TO DISPERSE.

Admiralty, July 26, midnight.

ORDERS have been given to the First Fleet, which is *Times*, concentrated at Portland, not to disperse for manœuvre *July 27,* leave for the present. *1914.*

All vessels of the Second Fleet are remaining at their Home ports in proximity to their balance crews.

NEW BOARD OF ADMIRALTY.

Crown Office, House of Lords,

July 30, 1914.

THE KING has been pleased, by Letters Patent under the Great Seal, bearing date the 30th day of July inst., to appoint :

The Right Hon. Winston L. Spencer-Churchill, M.P.,
Admiral H.S.H. Prince Louis of Battenberg, G.C.B.,
K.C.M.G., G.C.V.O., A.D.C.,

Vice-Admiral Sir Frederick T. Hamilton, K.C.B.,
C.V.O.,

Rear-Admiral Archibald G. H. W. Moore, C.V.O.,
C.B.,

Captain Cecil F. Lambert, R.N.,

The Right Hon. George Lambert, M.P.,

The Right Hon. Sir Francis J. S. Hopwood, G.C.M.G.,
K.C.B.,

to be Commissioners for executing the Office of Lord High
Admiral of the United Kingdom of Great Britain and Ireland,
&c.

[This issue of a new Patent was caused by the appointment of Vice-Admiral Sir Frederick T. Hamilton to the post of Second Sea Lord in succession to Vice-Admiral Sir John Jellicoe, subsequently appointed to the command of the Home Fleets, see p. 17.]

DETENTION OF BRITISH MERCHANT SHIPS BY GERMANY.

Sir E. Grey to Sir E. Goschen, British Ambassador at Berlin.

Foreign Office, August 1, 1914.

B. 130.

WE are informed that authorities at Hamburg have forcibly detained steamers belonging to the Great Central Company and other British merchant ships.

I cannot ascertain on what ground the detention of British ships has been ordered.

You should request German Government to send immediate orders that they should be allowed to proceed without delay. The effect on public opinion here will be deplorable unless this is done. His Majesty's Government, on their side, are most anxious to avoid any incident of an aggressive nature, and the German Government will, I hope, be equally careful not to take any step which would make the situation between us impossible.

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Sir E. Goschen, British Ambassador at Berlin, to Sir Edward Grey.

Berlin, August 1, 1914.

DETENTION of British merchant ships at Hamburg. B. 143.

Your telegram of 1st August acted on.

Secretary of State, who expressed the greatest surprise and annoyance, has promised to send orders at once to allow steamers to proceed without delay.

Sir E. Goschen, British Ambassador at Berlin, to Sir Edward Grey.

Berlin, August 2, 1914.

MY telegram of 1st August. B. 145.

Secretary of State informs me that orders were sent last night to allow British ships in Hamburg to proceed on their way. He says that this must be regarded as a special favour to His Majesty's Government, as no other foreign ships have been allowed to leave. Reason of detention was that mines were being laid and other precautions being taken.

Sir E. Grey to Sir E. Goschen, British Ambassador at Berlin.

Foreign Office, August 2, 1914.

YOUR telegram of 1st August. B. 149.

I regret to learn that 100 tons of sugar was compulsorily unloaded from the British steamship *Sappho* at Hamburg, and detained. Similar action appears to have been taken with regard to other British vessels loaded with sugar.

You should inform Secretary of State that, for reasons stated in my telegram of 1st August, I most earnestly trust that the orders already sent to Hamburg to allow the clearance of British ships covers also the release of their cargoes, the detention of which cannot be justified.

Sir E. Goschen, British Ambassador at Berlin, to Sir Edward Grey.

Berlin, August 3, 1914.

YOUR telegram of 2nd August: Detention of British ships at Hamburg. B. 150.

No information available.

Sir Edward Grey to Sir E. Goschen, British Ambassador at Berlin.

Foreign Office, August 4, 1914.

B. 156

I CONTINUE to receive numerous complaints from British firms as to the detention of their ships at Hamburg, Cuxhaven, and other German ports. This action on the part of the German authorities is totally unjustifiable. It is in direct contravention of international law and of the assurances given to your Excellency by the Imperial Chancellor. You should demand the immediate release of all British ships if such release has not yet been given.

Times,
Aug. 4,
1914.

WITH regard to the reported seizure by Germany of two British vessels the German Embassy yesterday issued the following explanation :

The Wilson liner *Castro* was in the Kiel Canal, and was ordered by the German authorities to proceed to Hamburg for military reasons, as it was not desirable that any commercial vessel should be in the Canal at present. As regards the second case the Government had purchased coal shipped for Germany to a private firm, and the order was given for the ship to proceed to Hamburg with her cargo. It was solely a matter of changing its destination. In both cases there was no intention whatever of interfering with the property of the vessels. It was simply a police measure.

MOBILISATION ORDERS.

Admiralty, August 2, 1914.

Times,
Aug. 3,
1914.

NOTICE is hereby given by Their Lordships that all Naval and Marine Pensioners under the age of fifty-five, and all men of the Naval Fleet Reserve and Royal Naval Reserve are to proceed forthwith to the ship or establishment already notified them, or, failing any previous orders, they are to report themselves immediately as shown below, viz. :

Naval and Marine pensioners, including men of Class A Royal Fleet Reserve, to their pensioner centre officer.

Royal Fleet Reserve, Class B to their registrar at their port of enrolment.

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Royal Fleet Reserve Immediate Class, in accordance with instructions already issued.

Royal Naval Reserve, all classes, to the nearest Registrar of Naval Reserve (Superintendent of a Mercantile Marine Office).

Men of the Royal Naval Volunteer Reserve are all to report themselves immediately to their officer instructor or Volunteer Mobilising Officer, irrespective of whether they have been previously appropriated or not. All men should if possible appear in uniform and bring with them their regulation kit, certificate book or Service certificate, and in the case of pensioners, their pension identity certificate. Men who, through absence at sea or for other unavoidable cause, are unable to join immediately, are to report themselves as soon as possible. Reasonable travelling expenses will be allowed.

By Command of the Lords Commissioners of the Admiralty.

AERIAL NAVIGATION.

ORDER MADE BY THE SECRETARY OF STATE, DATED AUGUST 2, 1914, UNDER THE AERIAL NAVIGATION ACTS, 1911 (1 & 2 GEO. V., C. 4) AND 1913 (2 & 3 GEO. V., C. 22).

IN pursuance of the powers conferred on me by the Aerial Navigation Acts, 1911 and 1913, I hereby make, for the purposes of the safety and defence of the realm, the following Order :

I prohibit the navigation of aircraft of every class and description over the whole area of the United Kingdom, and over the whole of the coast-line thereof and territorial waters adjacent thereto.

This Order shall not apply to naval or military aircraft or to aircraft flying under naval or military orders : nor shall it apply to any aircraft flying within three miles of a recognised aerodrome.

R. MCKENNA,

One of His Majesty's Principal Secretaries of State.

Home Office, Whitehall,

August 2nd, 1914.

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GERMAN BOMBARDMENT OF LIBAU.

[A

Berlin, August 2.

K.V. THE small cruiser *Augsburg* reports as follows by wireless telegraphy about 9 p.m. "Am bombarding the naval port of Libau, and am in action with an enemy cruiser. Have laid mines. The naval port of Libau is on fire."

TAKING OVER OF WARSHIPS ORDERED BY
FOREIGN GOVERNMENTS.

Admiralty, August 3, 1914.

Times,
Aug. 3,
1914.

HIS MAJESTY'S GOVERNMENT have taken over the two battleships, one completed and the other shortly due for completion, which had been ordered in this country by the Turkish Government, and the two destroyer-leaders ordered by the Government of Chile. The two battleships will receive the names *Agincourt* and *Erin*, and the destroyer-leaders will be called *Faulknor* and *Broke*, after two famous naval officers.

RESTRICTIONS ON WIRELESS TELEGRAPHY IN
TERRITORIAL WATERS.

General Post Office.

L.G. IN pursuance of Regulation 5 of the Wireless Telegraphy (Foreign Ships) Regulations 1908, I, the Right Hon. Charles Edward Henry Hobhouse, His Majesty's Postmaster-General, do hereby give notice that in the opinion of the Right Hon. Reginald McKenna, one of His Majesty's Principal Secretaries of State, an emergency has arisen in which it is expedient for the public service that His Majesty's Government should have control over the transmission of messages by wireless telegraphy, and that the use of wireless telegraphy on board foreign ships whilst in the territorial waters of the British Isles will be subject to such rules as may be made by the Admiralty.

Dated this First day of August, 1914.

Admiralty, S.W., August 3, 1914.

WITH reference to the notification published by the Postmaster-General on the 2nd instant, the following regulations have been made by the Lords Commissioners of the Admiralty

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prohibiting the use of wireless telegraphy by merchant vessels in the territorial waters of the United Kingdom and Channel Islands :

1. The use of wireless telegraphy is prohibited in the harbours and territorial waters of the United Kingdom and Channel Islands.

2. On entering any port or harbour or on directions being given to that effect by any naval, military, examination service, Customs or police officer, the aerial wire or antenna is to be at once lowered, disconnected from its halliards, and from the operating-room, and is not to be rehoisted while the ship remains in British territorial waters.

3. Any breach of these regulations renders the masters of offending ships liable to penalties and to the confiscation of the wireless apparatus of their ships.

NOTE.—These regulations do not apply to ships owned (not chartered) by the Admiralty, whether they fly the Blue or the Red Ensign.

By Command of Their Lordships,

W. GRAHAM GREENE.

CALLING OUT OF NAVAL RESERVES AND OTHER MEASURES.

Monday, August 3, 1914.

At the Court at *Buckingham Palace*,

The 3rd day of August, 1914.

PRESENT,

The KING'S Most Excellent Majesty in Council.

HIS MAJESTY was this day pleased to make the following L.G. Declaration.

MY LORDS,

I declare that owing to the state of Public Affairs and the demands upon Our Naval Forces for the protection of the Empire an occasion has arisen for ordering and directing as in the circumstances by Statute provided.

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BY THE KING.

A PROCLAMATION

FOR CALLING OUT MEN OF THE ROYAL NAVAL RESERVE AND
ROYAL FLEET RESERVE, AND OFFICERS AND MEN OF
THE ROYAL NAVAL VOLUNTEER RESERVE.

GEORGE R.I.

L.G.

WHEREAS by the fourth section of the Royal Naval Reserve (Volunteer) Act, 1859, it is enacted that it shall be lawful for Us on such occasions as We shall deem fit (the occasion being first communicated to Parliament if Parliament be sitting or declared in Council and notified by Proclamation if Parliament be not sitting or in being) to order and direct that the Volunteers under that Act, or so many or such part of them as We may deem necessary, shall be called into actual service :

And whereas by the Royal Naval Reserve Volunteer Act, 1896, as amended by the Royal Naval Reserve Act, 1902, it is enacted that the power under the said Act of 1859 to raise and pay Volunteers may be exercised outside the British Islands in respect of British subjects :

And whereas by the Naval Reserve Act, 1900, the Admiralty are authorised to raise and keep up a new division, commonly known as the Royal Fleet Reserve, of the force raised under the said first recited Act in addition to the men raised under that Act, and such new division is liable to be called out as part of the Royal Naval Reserve under the said fourth section of the said Act of 1859 :

And whereas by the Naval Forces Act, 1903, it is provided that the Admiralty may raise and maintain a force to be called the Royal Naval Volunteer Reserve, and that certain provisions of the said Act of 1859 (including the fourth section of that Act) as amended by any subsequent enactment shall apply to the force so raised :

And whereas by the first section of the Naval Reserve (Mobilisation) Act, 1900, amending the said Act of 1859, it is enacted that it shall be lawful for Us where We order and direct that Volunteers under that Act shall be called into actual service to authorise the Admiralty to give, and when given to revoke or vary, such directions as may seem necessary or proper for calling out all or any of the said Volunteers as the occasion may require :

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And whereas Parliament is not sitting :

And whereas We have declared in Council and hereby notify that owing to the state of Public Affairs and the demands upon Our Naval Forces for the protection of the Empire an occasion has arisen for ordering and directing as in the said Act provided :

We do by this Our Proclamation order and direct that Volunteers under the said Acts shall be called into actual service :

And We do hereby authorise the said Lords Commissioners of the Admiralty to give, and when given to revoke or vary, such directions as may seem necessary or proper for calling out all or any of the said Volunteers as the occasion may require.

Given at Our Court at *Buckingham Palace*, this Third day of August, in the year of our Lord one thousand nine hundred and fourteen, and in the Fifth year of Our Reign.

BY THE KING.

A PROCLAMATION

FOR CALLING OUT OFFICERS OF THE ROYAL NAVAL RESERVE.
GEORGE R.I.

WHEREAS by Order in Council, dated the fourth day of *L.G.* March, 1911, made pursuant to the powers contained in the Officers of Royal Naval Reserve Act, 1863, certain Regulations were put in force respecting Officers of the Royal Naval Reserve :

And whereas by Article 77 of such Regulations it is provided that Officers of the Royal Naval Reserve should be called out for actual service by Royal Proclamation, and that they should be liable to serve during the continuance of any national emergency or until they should be regularly discharged by the direction of the Lords Commissioners of the Admiralty :

And whereas a case of national emergency has arisen :

We do hereby order and direct that the said Officers of the Royal Naval Reserve be called out for actual service.

Given at Our Court at *Buckingham Palace*, this Third day of August, in the year of our Lord one thousand nine hundred and fourteen, and in the Fifth year of Our Reign.

BY THE KING.

A PROCLAMATION

FOR EXTENDING THE SERVICES OF TIME-EXPIRED MEN IN
THE ROYAL NAVY.

GEORGE R.I.

L.G.

WHEREAS by the ninth section of an Act passed in the Session of Parliament holden in the 16th and 17th years of the Reign of Queen Victoria, intituled "An Act to make better provision concerning the entry and service of Seamen and otherwise to amend the laws concerning Her Majesty's Navy," it is enacted that in case We shall by Proclamation call upon the seamen or any class or classes serving in Our Navy, or such of them as may be required so to do, to extend the term of their services, any seaman to whom such Proclamation shall extend, and whose term of service shall have expired at the date of such Proclamation, or may expire while such Proclamation shall continue in force, shall be required to serve for a period of five years from the expiration of such term, if his services be so long required, and shall be liable to serve accordingly, and shall for such extension of service be entitled to such bounty as may be given by such Proclamation :

And whereas We, by and with the advice of Our Privy Council, deem it expedient to extend the service of all classes of men now serving in Our Navy whose term of service may have expired or may expire while this Proclamation shall continue in force :

We, by and with the advice aforesaid, do hereby order and direct that all classes of men now serving in Our Navy whose term of service may have expired or may expire while this Proclamation shall continue in force shall be required to serve for a period of five years from the expiration of their respective terms of service, if their services be so long required.

Each man whose service is extended is to receive a gratuity of three pounds ten shillings for clothing and bedding.

Given at Our Court at *Buckingham Palace*, this Third day of August, in the year of our Lord one thousand nine hundred and fourteen, and in the Fifth year of Our Reign.

DOCUMENTARY HISTORY—NAVAL

By THE KING.

A PROCLAMATION

FOR AUTHORISING THE LORDS COMMISSIONERS OF THE ADMIRALTY TO REQUISITION ANY BRITISH SHIP OR BRITISH VESSEL WITHIN THE BRITISH ISLES OR THE WATERS ADJACENT THERETO.

GEORGE R.I.

WHEREAS a national emergency exists rendering it necessary to take steps for preserving and defending national interests : L.G.

And whereas the measures approved to be taken require the immediate employment of a large number of vessels for use as Transports and as Auxiliaries for the convenience of the Fleet and for other similar services, but owing to the urgency of the need it is impossible to delay the employment of such vessels until the terms of engagement have been mutually agreed upon :

NOW, THEREFORE, We authorise and empower the Lords Commissioners of the Admiralty by Warrant under the hand of their Secretary or under the hand of any Flag Officer of Our Royal Navy holding any appointment under the Admiralty to requisition and take up for Our service any British ship or British vessel as defined in the Merchant Shipping Act, 1894, within the British Isles, or the waters adjacent thereto, for such period of time as may be necessary on condition that the Owners of all ships and vessels so requisitioned shall receive payment for their use, and for services rendered during their employment in the Government service, and compensation for loss or damage thereby occasioned, according to terms to be arranged as soon as possible after the said ship has been taken up, either by mutual agreement between the Lords Commissioners of the Admiralty and the Owners or failing such agreement by the award of a Board of Arbitration to be constituted and appointed by Us for this purpose.

Given at Our Court at *Buckingham Palace*, this Third day of August, in the year of our Lord one thousand nine hundred and fourteen, and in the Fifth year of Our Reign.

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CALLING UP OF NAVAL OFFICERS ON THE
RESERVED AND RETIRED LISTS.

At the Court at *Buckingham Palace*,
The 3rd day of August, 1914.

PRESENT,

The KING'S Most Excellent Majesty in Council.

L.G. WHEREAS there was this day read at the Board a Memorial from the Right Honourable the Lords Commissioners of the Admiralty, in the words following, viz. :—

“Whereas we are of opinion that the present state of Public Affairs justifies Officers of the Reserved and Retired Lists being called into Active Service temporarily; we would humbly submit that Your Majesty will be pleased to authorise us to call on such Officers to hold themselves in readiness for Active Service, and to sanction our employing any of such Officers as we may think fit. We would also submit that compulsory retirement from the Active List on account of age be suspended in such cases as we think fit.”

His Majesty, having taken the said Memorial into consideration, was pleased, by and with the advice of His Privy Council, to approve of what is therein proposed. And the Right Honourable the Lords Commissioners of the Admiralty are to give the necessary directions herein accordingly.

MOBILISATION COMPLETED.

Admiralty, August 3, 1914.

Times,
Aug. 4,
1914.

THE mobilisation of the British Navy was completed in all respects at four o'clock this morning. This is due to the measures taken and to the voluntary response of the Reserve men in advance of the Royal Proclamation which has now been issued. The entire Navy is now on a war footing.

BRITISH FISHERMEN AND THE WAR.

House of Commons, August 3.

Hansard.

THE PARLIAMENTARY SECRETARY TO THE ADMIRALTY (DR. MACNAMARA), in reply to Mr. Robert Harcourt, said: “No special measures have been taken for

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protection of fishing fleets outside territorial waters, other than advising them, so far as practicable, of dangerous areas. The fishing fleets have therefore been advised to withdraw from the North Sea for the present. The Admiralty is in close touch with the Board of Agriculture and Fisheries on the subject."

THE NAVAL COMMAND.

ADMIRAL SIR J. R. JELlicOE APPOINTED.

IT is officially announced that, with the approval of His Majesty the King, Admiral Sir John R. Jellicoe, K.C.B., K.C.V.O., has assumed supreme command of the Home Fleets, with the acting rank of Admiral, and Rear-Admiral Charles E. Madden has been appointed to be his Chief of the Staff. *Times, Aug. 5, 1914.*

Both appointments date from August 4th, 1914.

NAVAL ASSISTANCE FROM THE DOMINIONS.

CANADA.

The Governor-General to the Secretary of State.

GOVERNMENT of Canada have by Order in Council, August 4th, placed His Majesty's C.S. *Niobe*, *Rainbow*, together with officers and men serving in them, at the disposal of His Majesty for general service in Royal Navy.

ARTHUR.

AUSTRALIA.

The Governor-General to the Secretary of State.

(Received August 3, 1914.)

IN the event of war Commonwealth of Australia prepared to place vessels of Australian Navy under control of British Admiralty when desired. Further prepared to despatch expeditionary force 20,000 men of any suggested composition to any destination desired by Home Government. Force to be at complete disposal Home Government. Cost of despatch and maintenance would be borne by this Government. Australian Press notified accordingly.

FERGUSON.

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The Governor-General to the Secretary of State.

(Received August 11, 1914.)

ORDER issued August 10th transferring all vessels of Commonwealth naval forces and all officers and seamen to King's naval forces. Such transfer to continue in force until Proclamation is issued declaring that war no longer exists.

FERGUSON.

NEW ZEALAND.

The Governor to the Secretary of State.

(Received July 31, 1914.)

PLEASE inform me at the earliest possible moment when we should bring into operation Section 19 New Zealand Naval Defence Act.

LIVERPOOL.

The Secretary of State to the Governor.

(Sent August 2, 1914.)

WITH reference to your telegram of July 31st, as to New Zealand Naval Defence Act, the Lords Commissioners of the Admiralty will be glad if you will arrange with Ministers for issue at once of Proclamation under Section 19 (2). Please say in issuing Proclamation that you do so because "in your opinion it is in the interests of Great Britain."

HARCOURT.

The Governor to the Secretary of State.

(Received August 3, 1914.)

WITH reference to your telegram of August 2nd, New Zealand Naval Defence Act. Proclamation has been issued.

LIVERPOOL.

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NEWFOUNDLAND.

The Governor to the Secretary of State.

(Received August 8, 1914.)

AUTHORITY is desired by my Ministers to enlist special men service abroad by land and by sea.

Ministers undertake to raise force of naval reserve by October 31st to thousand efficient available naval service abroad for one year, and are willing to meet all local expenses.

Several hundred efficient local brigade training officers for enlistment for land service abroad.

Five hundred could, I believe, be enlisted within one month.

Propose to induce serviceable men between eighteen and thirty-six years enlist; training home defence wherever corps instruction available. Material for further draft would be formed by these.

DAVIDSON.

The Secretary of State to the Governor.

(Sent August 14, 1914.)

LORDS COMMISSIONERS OF ADMIRALTY accept with gratitude offer of your Government to raise force of naval reserve to 1,000. It has been already arranged to utilise part of reserve to complete H.M.S. *Niobe*, and additional numbers will be valuable for later requirements.

HARCOURT.

[The foregoing despatches are taken from Parliamentary Paper Cd. 7607 published in September, 1914.]

NOTIFICATION OF WAR WITH GERMANY AND
ORDERS INCIDENTAL THERETO.

Wednesday, August 5, 1914.

HIS MAJESTY'S GOVERNMENT informed the German L.G. Government on August 4th, 1914, that, unless a satisfactory reply to the request of His Majesty's Government for an assurance that Germany would respect the neutrality of

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Belgium was received by midnight of that day, His Majesty's Government would feel bound to take all steps in their power to uphold that neutrality and the observance of a treaty to which Germany was as much a party as Great Britain.

The result of this communication having been that His Majesty's Ambassador at Berlin had to ask for his passports, His Majesty's Government have accordingly formally notified the German Government that a state of war exists between the two countries as from 11 p.m. to-day.

Foreign Office,

August 4th, 1914.

At the Court at *Buckingham Palace*.

The 4th day of August, 1914.

PRESENT,

The KING'S Most Excellent Majesty in Council.

L.G.

HIS MAJESTY being mindful, now that a state of war exists between this Country and Germany, of the recognition accorded to the practice of granting "days of grace" to enemy merchant ships by the Convention relative to the Status of Enemy Merchant Ships at the Outbreak of Hostilities, signed at The Hague on the 18th October, 1907, and being desirous of lessening, so far as may be practicable, the injury caused by war to peaceful and unsuspecting commerce, is pleased, by and with the advice of His Privy Council, to order, and it is hereby ordered, as follows:—

1. From and after the publication of this Order no enemy merchant ship shall be allowed to depart, except in accordance with the provisions of this Order, from any British port or from any ports in any Native State in India, or in any of His Majesty's Protectorates, or in any State under His Majesty's protection or in Cyprus.

2. In the event of one of His Majesty's Principal Secretaries of State being satisfied by information reaching him not later than midnight on Friday, the seventh day of August, that the treatment accorded to British merchant ships and their cargoes which at the date of the outbreak of hostilities

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were in the ports of the enemy or which subsequently entered them is not less favourable than the treatment accorded to enemy merchant ships by Articles 3 to 7 of this Order, he shall notify the Lords Commissioners of His Majesty's Treasury and the Lords Commissioners of the Admiralty accordingly, and public notice thereof shall forthwith be given in the *London Gazette*, and Articles 3 to 8 of this Order shall thereupon come into full force and effect.

3. Subject to the provisions of this Order, enemy merchant ships which

- (i.) At the date of the outbreak of hostilities were in any port in which this Order applies ; or
- (ii.) Cleared from their last port before the declaration of war, and, after the outbreak of hostilities, enter a port to which this Order applies, with no knowledge of the war :

shall be allowed up till midnight (Greenwich mean time), on Friday, the fourteenth day of August, for loading or unloading their cargoes, and for departing from such port :

Provided that such vessels shall not be allowed to ship any contraband of war, and any contraband of war already shipped on such vessels must be discharged.

4. Enemy merchant ships which cleared from their last port before the declaration of war, and which with no knowledge of the war arrive at a port to which this Order applies after the expiry of the time allowed by Article 3 for loading or unloading cargo and for departing, and are permitted to enter, may be required to depart either immediately, or within such time as may be considered necessary by the Customs Officer of the port for the unloading of such cargo as they may be required or specially permitted to discharge.

Provided that such vessels may, as a condition of being allowed to discharge cargo, be required to proceed to any other specified British port, and shall there be allowed such time for discharge as the Customs Officer of that port may consider to be necessary.

Provided also that, if any cargo on board such vessel is contraband of war or is requisitioned under Article 5 of this Order, she may be required before departure to discharge such cargo within such time as the Customs Officer of the port may consider to be necessary ; or she may be required

to proceed, if necessary under escort, to any other of the ports specified in Article 1 of this Order, and shall there discharge the contraband under the like conditions.

5. His Majesty reserves the right recognised by the said Convention to requisition at any time subject to payment of compensation enemy cargo on board any vessel to which Articles 3 and 4 of this Order apply.

6. The privileges accorded by Articles 3 and 4 are not to extend to cable ships, or to sea-going ships designed to carry oil fuel, or to ships whose tonnage exceeds 5,000 tons gross, or whose speed is 14 knots or over, regarding which the entries in Lloyd's Register shall be conclusive for the purposes of this Article. Such vessels will remain liable on adjudication by the Prize Court to detention during the period of the war, or to requisition, in accordance, in either case, with the Convention aforesaid. The said privileges will also not extend to merchant ships which show by their build that they are intended for conversion into warships, as such vessels are outside the scope of the said Convention, and are liable on adjudication by the Prize Court to condemnation as prize.

7. Enemy merchant ships allowed to depart under Articles 3 and 4 will be provided with a pass indicating the port to which they are to proceed, and the route they are to follow.

8. A merchant ship which, after receipt of such a pass, does not follow the course indicated therein will be liable to capture.

9. If no information reaches one of His Majesty's Principal Secretaries of State by the day and hour aforementioned to the effect that the treatment accorded to British merchant ships and their cargoes which were in the ports of the enemy at the date of the outbreak of hostilities, or which subsequently entered them, is, in his opinion, not less favourable than that accorded to enemy merchant ships by Articles 3 to 8 of this Order, every enemy merchant ship which, on the outbreak of hostilities, was in any port to which this Order applies, and also every enemy merchant ship which cleared from its last port before the declaration of war, but which, with no knowledge of the war, enters a port to which this Order applies, shall, together with the cargo on board thereof, be liable to capture, and shall be brought before the Prize Court forthwith for adjudication.

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10. In the event of information reaching one of His Majesty's Principal Secretaries of State that British merchant ships which cleared from their last port before the declaration of war, but are met with by the enemy at sea after the outbreak of hostilities, are allowed to continue their voyage without interference with either the ship or the cargo, or after capture are released with or without proceedings for adjudication in the Prize Court, or are to be detained during the war or requisitioned in lieu of condemnation as prize, he shall notify the Lords Commissioners of the Admiralty accordingly, and shall publish a notification thereof in the *London Gazette*, and in that event, but not otherwise, enemy merchant ships which cleared from their last port before the declaration of war, and are captured after the outbreak of hostilities and brought before the Prize Courts for adjudication, shall be released or detained or requisitioned in such cases and upon such terms as may be directed in the said notification in the *London Gazette*.

11. Neutral cargo, other than contraband of war, on board an enemy merchant ship which is not allowed to depart from a port to which this Order applies, shall be released.

12. In accordance with the provisions of Chapter III. of the Convention relative to certain Restrictions on the Exercise of the Right of Capture in Maritime War, signed at The Hague on the 18th October, 1907, an undertaking must, whether the merchant ship is allowed to depart or not, be given in writing by each of the officers and members of the crew of such vessel, who is of enemy nationality, that he will not, after the conclusion of the voyage for which the pass is issued, engage while hostilities last in any service connected with the operation of the war. If any such officer is of neutral nationality, an undertaking must be given in writing that he will not serve, after the conclusion of the voyage for which the pass is issued, on any enemy ship while hostilities last. No undertaking is to be required from members of the crew who are of neutral nationality.

Officers or members of the crew declining to give the undertakings required by this Article will be detained as prisoners of war.

And the Lords Commissioners of His Majesty's Treasury, the Lords Commissioners of the Admiralty, and each of His

Majesty's Principal Secretaries of State, and all Governors, Officers, and Authorities whom it may concern are to give the necessary directions herein as to them may respectively appertain.

[For the Conventions referred to in the first and twelfth paragraphs of this Order, see Appendix.]

BY THE KING.

A PROCLAMATION

SPECIFYING THE ARTICLES TO BE TREATED AS CONTRABAND OF WAR.

GEORGE R.I.

L.G.

WHEREAS a state of War exists between Us on the one hand and the German Empire on the other :

AND WHEREAS it is necessary to specify the articles which it is Our intention to treat as Contraband of War :

NOW, THEREFORE, We do hereby Declare, by and with the advice of Our Privy Council, that during the continuance of the War or until We do give further public notice the articles enumerated in Schedule I. hereto will be treated as absolute contraband, and the articles enumerated in Schedule II. hereto will be treated as conditional contraband :—

SCHEDULE I.

The following articles will be treated as absolute contraband :—

1. Arms of all kinds, including arms for sporting purposes, and their distinctive component parts.
2. Projectiles, charges, and cartridges of all kinds, and their distinctive component parts.
3. Powder and explosives specially prepared for use in war.
4. Gun mountings, limber boxes, limbers, military waggons, field forges, and their distinctive component parts.
5. Clothing and equipment of a distinctively military character.

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6. All kinds of harness of a distinctively military character.
7. Saddle, draught, and pack animals suitable for use in war.
8. Articles of camp equipment, and their distinctive component parts.
9. Armour plates.
10. Warships, including boats, and their distinctive component parts of such a nature that they can only be used on a vessel of war.
11. Aeroplanes, airships, balloons, and aircraft of all kinds, and their component parts, together with accessories and articles recognisable as intended for use in connection with balloons and aircraft.
12. Implements and apparatus designed exclusively for the manufacture of munitions of war, for the manufacture or repair of arms, or war material for use on land and sea.

SCHEDULE II.

The following articles will be treated as conditional contraband :—

1. Food-stuffs.
2. Forage and grain, suitable for feeding animals.
3. Clothing, fabrics for clothing, and boots and shoes, suitable for use in war.
4. Gold and silver in coin or bullion : paper money.
5. Vehicles of all kinds available for use in war, and their component parts.
6. Vessels, craft and boats of all kinds ; floating docks, parts of docks, and their component parts.
7. Railway material, both fixed and rolling stock, and materials for telegraphs, wireless telegraphs, and telephones.
8. Fuel : lubricants.
9. Powder and explosives not specially prepared for use in war.
10. Barbed wire, and implements for fixing and cutting the same.
11. Horse-shoes and shoeing materials.
12. Harness and saddlery.

13. Field-glasses, telescopes, chronometers, and all kinds of nautical instruments.

Given at Our Court at *Buckingham Palace*, this Fourth day of August, in the year of our Lord one thousand nine hundred and fourteen, and in the Fifth year of Our Reign.

BY THE KING.

A PROCLAMATION

PROHIBITING BRITISH VESSELS FROM CARRYING CONTRABAND FROM ONE FOREIGN PORT TO ANY OTHER FOREIGN PORT.

GEORGE R.I.

L.G. WHEREAS a state of War exists between Us on the one hand and the German Empire on the other :

And whereas We have by Proclamation warned all persons resident, carrying on business, or being, in Our Dominions, that it is contrary to law for them to have any commercial intercourse with any person resident, carrying on business, or being in the said Empire, or to trade in or carry any goods, wares, or merchandise destined for or coming from the said Empire, or for or from any person resident, carrying on business, or being therein :

Now We do hereby further warn all Our subjects that conformably with that prohibition it is forbidden to carry in British Vessels from any Foreign Port to any other Foreign Port any article comprised in the list of contraband of war issued by Us unless the shipowner shall have first satisfied himself that the articles are not intended ultimately for use in the enemy country. Any British Vessel acting in contravention of this Proclamation will be liable to capture by Our Naval Forces and to be taken before Our Prize Courts for adjudication, and any of Our subjects acting in contravention of this Proclamation will be liable to such penalties as the law prescribes.

Given at Our Court at *Buckingham Palace*, this Fifth day of August, in the year of our Lord one thousand nine hundred and fourteen, and in the Fifth year of Our Reign.

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BY THE KING.

A PROCLAMATION

RELATING TO TRADING WITH THE ENEMY.

GEORGE R.I.

WHEREAS a state of War exists between Us and the *L.G.* German Emperor :

And whereas it is contrary to law for any person resident, carrying on business, or being in Our Dominions, to trade or have any commercial intercourse with any person resident, carrying on business, or being in the German Empire without Our permission :

And whereas it is therefore expedient and necessary to warn all persons resident, carrying on business, or being in Our Dominions, of their duties and obligations towards Us, Our Crown, and Government :

NOW, THEREFORE, We have thought fit, by and with the advice of Our Privy Council, to issue this Our Royal Proclamation, and We do hereby warn all persons resident, carrying on business, or being in Our Dominions :

Not to supply to or obtain from the said Empire any goods, wares, or merchandise, or to supply to or obtain the same from any person resident, carrying on business, or being therein, nor to supply to or obtain from any person any goods, wares, or merchandise for or by way of transmission to or from the said Empire, or to or from any person resident, carrying on business, or being therein, nor to trade in or carry any goods, wares, or merchandise destined for or coming from the said Empire, or for or from any person resident, carrying on business, or being therein :

Nor to permit any British ship to leave for, enter, or communicate with any port or place of the said Empire :

Nor to make or enter into any new marine, life, fire, or other policy or contract of insurance with or for the benefit of any person resident, carrying on business, or being in the said Empire, nor under any existing policy or contract of insurance to make any payment to or for the benefit of any such person in respect of any loss due to the belligerent action of His Majesty's forces or of those of any ally of His Majesty :

Nor to enter into any new commercial, financial, or other contract or obligation with or for the benefit of any person resident, carrying on business, or being in the said Empire :

And We do hereby further warn all persons that whoever in contravention of the law shall commit, aid, or abet any of the aforesaid acts will be liable to such penalties as the law provides :

And We hereby declare that any transactions to, with, or for the benefit of any person resident, carrying on business, or being in the said Empire which are not treasonable and are not for the time being expressly prohibited by Us either by virtue of this Proclamation or otherwise, and which but for the existence of the state of War aforesaid would be lawful, are hereby permitted :

And We hereby declare that the expression " person " in this Proclamation shall include any body of persons corporate or unincorporate, and that where any person has, or has an interest in, houses or branches of business in some other country as well as in Our Dominions, or in the said Empire (as the case may be), this Proclamation shall not apply to the trading or commercial intercourse carried on by such person solely from or by such houses or branches of business in such other country.

Given at Our Court at *Buckingham Palace*, this Fifth day of August, in the year of our Lord one thousand nine hundred and fourteen, and in the Fifth year of Our Reign.

BY THE KING.

A PROCLAMATION

FOR REVOKING TWO PROCLAMATIONS WITH RESPECT TO PROHIBITING THE IMPORTATION INTO IRELAND AND CARRIAGE COASTWISE OF MILITARY ARMS AND AMMUNITION.

GEORGE R.I.

L.G.

WHEREAS by virtue of Our Proclamation dated the fourth day of December nineteen hundred and thirteen the importation of Military Arms and Ammunition into Ireland

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was prohibited ; and by virtue of Our Proclamation of the same date the carriage coastwise of Military Arms and Ammunition was also prohibited :

And whereas it is expedient that the said Proclamations should be revoked :

Now, therefore, We, with the advice of Our Privy Council, do hereby proclaim, direct and ordain that the said Proclamations of the fourth day of December nineteen hundred and thirteen shall be revoked, without prejudice to anything done thereunder.

Given at Our Court at *Buckingham Palace*, this Fifth day of August, in the year of our Lord one thousand nine hundred and fourteen, and in the Fifth year of Our Reign.

DIPLOMATIC CORRESPONDENCE OF THE UNITED STATES GOVERNMENT RELATING TO DEFENSIVE ARMAMENT AND THE RIGHT OF DEPARTURE FROM NEUTRAL PORTS OF BELLIGERENT MERCHANT SHIPS TO ARM AT SEA.

The British Chargé to the Secretary of State.

British Embassy,

Washington, August 4, 1914.

SIR,

IN view of the state of war now existing between Great Britain and Germany, I have the honour, under instructions from His Majesty's Principal Secretary of State for Foreign Affairs, to make the following communication to you in respect to the arming of any merchant vessels in neutral waters.

As you are aware it is recognised that a neutral Government is bound to use due diligence to prohibit its subjects or citizens from the building and fitting out to order of belligerents vessels intended for warlike purposes and also to prevent the departure of any such vessel from its jurisdiction. The starting point for the universal recognition of this principle was the three rules formulated in Article VI of the Treaty between Great Britain and the United States of America for

the amicable settlement of all causes of difference between the two countries, signed at Washington on May 8th, 1871. These rules, which His Majesty's Government and the United States Government agreed to observe as between themselves in future, are as follows :—

“ A neutral Government is bound :—

“ First.—To use due diligence to prevent the fitting out, arming, or equipping, within its jurisdiction, of any vessel which it has reasonable ground to believe is intended to cruise or to carry on war against a Power with which it is at peace ; and also to use like diligence to prevent the departure from its jurisdiction of any vessel intended to cruise or carry on war as above, such vessel having been specially adapted, in whole or in part, within such jurisdiction to warlike use.

“ Secondly.—Not to permit or suffer either belligerent to make use of its ports or waters as the base of naval operations against the other, or for the purpose of the renewal or augmentation of military supplies or arms, or the recruitment of men.

“ Thirdly.—To exercise due diligence in its own ports and waters, and, as to all persons within its jurisdiction, to prevent any violation of the foregoing obligations and duties.”

The above rules may be said to have acquired the force of generally recognised rules of international law, and the first of them is reproduced almost textually in Article VIII of The Hague Convention Number 13 of 1907 concerning the Rights and Duties of Neutral Powers in case of Maritime Warfare, the principles of which have been agreed to by practically every maritime State.

It is known, however, that Germany, with whom Great Britain is at war, favours the policy of converting her merchant vessels into armed ships on the High Seas, and it is probable, therefore, that attempts will be made to equip and despatch merchantmen for such conversion from the ports of the United States.

It is probable that, even if the final completion of the measures to fit out merchantmen to act as cruisers may have to be effected on the High Seas, most of the preliminary arrangements will have been made before the vessels leave port, so that the warlike purpose to which they are to be

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put after leaving neutral waters must be more or less manifest before their departure.

In calling your attention to the above-mentioned " Rules of the Treaty of Washington " and The Hague Convention, I have the honour to state that His Majesty's Government will accordingly hold the United States Government responsible for any damages to British trade or shipping, or injury to British interests generally, which may be caused by such vessels having been equipped at, or departing from, United States ports.

I have, &c.,

COLVILLE BARCLAY.

The British Chargé d' Affaires to the Secretary of State.

British Embassy,

Washington, August 9, 1914.

SIR,

WITH reference to my note of the 4th instant, I have *U.S.D.C.* the honour to inform you that I have now received instructions from Sir Edward Grey to make a further communication to you in explanation of the position taken by His Majesty's Government in regard to the question of armed merchantmen.

As you are no doubt aware, a certain number of British merchant vessels are armed, but this is a precautionary measure adopted solely for the purpose of defence, which, under existing rules of international law, is the right of all merchant vessels when attacked.

According to the British rule, British merchant vessels can not be converted into men-of-war in any foreign port, for the reason that Great Britain does not admit the right of any Power to do this on the High Seas. The duty of a neutral to intern or order the immediate departure of belligerent vessels is limited to actual and potential men-of-war, and, in the opinion of His Majesty's Government, there can therefore be no right on the part of neutral Governments to intern British armed merchant vessels, which can not be converted into men-of-war on the High Seas, nor to require them to land their guns before proceeding to sea.

On the other hand, the German Government have consistently claimed the right of conversion on the High Seas, and His Majesty's Government therefore maintain their claim that vessels which are adapted for conversion and under German rules may be converted into men-of-war on the High Seas should be interned in the absence of binding assurances, the responsibility for which must be assumed by the neutral Government concerned, that they shall not be so converted.

I have, &c.,

COLVILLE BARCLAY.

The British Chargé to the Secretary of State.

British Embassy,

Washington, August 12, 1914.

SIR,

U.S.D.C.

WITH reference to my notes of August 4th and August 9th, respectively, stating and explaining the position taken up by His Majesty's Government in regard to the question of armed merchantmen, I have the honour to state that I have now been informed by Sir Edward Grey that exactly similar instructions were at the same time issued by him to His Majesty's representatives in practically all neutral countries to address the same communications to the respective Governments to which they were accredited.

I have, &c.,

COLVILLE BARCLAY.

The Secretary of State to the British Chargé d'Affaires.

Department of State,

Washington, August 19, 1914.

SIR,

U.S.D.C.

I HAVE the honour to acknowledge the receipt of your communication of the 4th instant, which was made to this Government in pursuance of instructions from His Majesty's Principal Secretary of State for Foreign Affairs, with respect to the arming of merchant vessels in neutral waters.

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The communication states the principles of neutrality, as contained in the treaty signed at Washington on May 8th, 1871, by representatives of the United States and Great Britain, and reproduced, as you say, almost textually in Article VIII of The Hague Convention, signed October 18th, 1907, concerning the Rights and Duties of Neutral Powers in case of Maritime Warfare, the principles of which have been, as you state, agreed to by practically every maritime Power.

The communication next considers the question of conversion of enemy merchantmen on the high seas, a policy which your Government opposes. It is then stated that Germany favours the policy of conversion; that it will probably attempt to use the ports of the United States to equip and despatch merchantmen for conversion from such ports; and that most of the preliminary arrangements leading to conversion will have to be made within neutral ports before the vessels proceed to the high seas to complete their transformation into vessels of war.

The purpose of the communication is apparently to lay down the principles of law which your Government believe should be applied by the United States in fulfilling its neutral obligations, especially in the matter of conversion of merchant vessels into war vessels, and, assuming these principles to be correct, to tax this Government with damages to British trade or shipping, or injury to British interests generally, if these principles, the correctness of which you assume, are not applied to German merchant vessels "equipped at, or departing from, United States ports."

In acknowledging this communication, it does not seem appropriate to enter into any discussion as to what may or what may not be the policy of Germany in the matter of converting its merchant ships, which may be within the jurisdiction of the United States, into ships of war after they have left American ports and have reached the high seas. The assertion of the right so to convert merchant ships upon the high seas, made by Germany at The Second Hague Conference and maintained at the London Naval Conference, does not of itself indicate an intention on the part of the German Government to exercise this right, and this Department does not feel justified in its correspondence with foreign Governments, to assume, in the absence of specific information,

an intention on the part of Germany so to do. The Department will, however, carefully examine the facts and circumstances of any particular case when it is called to its attention.

The question of the place where the belligerent right of conversion may be exercised, difficult in itself, is complicated by the fact that there has been a difference of opinion among the maritime States parties to the present war, and that at the conferences, to which reference has been made, the British delegation stated that there was no rule of international law on the question. Germany and Austria-Hungary insisted at the conferences upon the right to convert merchant vessels upon the high seas. France and Russia, allies of Great Britain in the present war, likewise insisted upon the right so to convert. Great Britain and Belgium, intimately associated with France and Russia in the prosecution of hostilities against Germany and Austria-Hungary, opposed the right of conversion on the high seas at The Second Hague Conference, where both these nations were represented; and at the London Naval Conference, to which Belgium was not invited and in which it did not participate, Great Britain maintained its previous attitude. It is thus seen that the right to convert merchant vessels upon the high seas was asserted in international conferences by four of the maritime countries now at war and that two of the maritime nations now at war opposed this contention. It is further seen that the maritime nations at war with Germany and Austria-Hungary are evenly divided on this question.

At The Second Hague Conference, the British delegation, opposing conversion on the high seas, stated that there was no rule of international law on the question; that in its carefully prepared memorandum presented to the Powers invited to the London Naval Conference, the British Government held that "no general practice of nations has prevailed in the past on this point from which any principles can be deduced and formulated as the established rules of international law. So far as can be ascertained there are no precedents on the subject."

In the official report of the conference, drafted by Mr. Renault, it is stated that agreement on conversion upon the high seas was impossible; and, in the report of the British delegates to their Government, it is said:—

“ We were met with a refusal to make any concessions or to abate one jot from the claim to the absolutely unfettered exercise of the right, which its advocates vindicate as a rule forming part of the existing law of nations. In these circumstances we felt that we had no option but to decline to admit the right, and the result is that the question remains an open one.”

It is obvious that the subject of conversion must be carefully examined and considered, and, in view of these circumstances, it is deemed by the Department of State inexpedient to declare a policy as to what measures it will take in a contingency which has not yet arisen, and that it may well content itself, in so far as this matter is concerned, with an acknowledgment of your note.

In the course of your communication it is stated as recognised “ that a neutral Government is bound to use due diligence to prohibit its subjects or citizens from the building or fitting out to the order of belligerents vessels intended for warlike purposes and also to prevent the departure of such vessels from its jurisdiction.” It is asserted in this connection that “ the starting point for the universal recognition of this principle was the three rules formulated in Article VI of the Treaty between Great Britain and the United States of America for the amicable settlement of all causes of difference between the two countries, signed at Washington on May 8th, 1871.” After quoting the Three Rules of Washington, the note thus continues :—

“ The above rules may be said to have acquired the force of generally recognised rules of international law, and the first of them is reproduced almost textually in Article VIII of The Hague Convention Number 13 of 1907 concerning the Rights and Duties of Neutral Powers in case of Maritime Warfare, the principles of which have been agreed to by practically every maritime State.”

As the communication apparently lays great stress on the expression “ due diligence,” contained in the Treaty of Washington, it is believed material to the present occasion to quote the following definition of it, contained in the Geneva Award of 1872 :—

“ The ‘ due diligence ’ referred to in the first and third of the said rules ought to be exercised by neutral Governments

in exact proportion to the risks to which either of the belligerents may be exposed, from a failure to fulfil the obligations of neutrality on their part."

The expression "due diligence" was contained in the draft submitted by the British delegation to The Second Hague Conference, upon which Article VIII was based. Article VIII as finally adopted is as follows :—

ARTICLE VIII.

"A neutral Government is bound to employ the means at its disposal to prevent the fitting out or arming of any vessel within its jurisdiction which it has reason to believe is intended to cruise, or engage in hostile operations, against a Power with which that Government is at peace. It is also bound to display the same vigilance to prevent the departure from its jurisdiction of any vessel intended to cruise, or engage in hostile operations, which had been adapted entirely or partly within the said jurisdiction for use in war."

As the expression "due diligence" was considered obscure, it was rejected, as the learned reporter of the convention, Mr. Louis Renault, says in the elaborate report which accompanies the convention, and which is, in accordance with the practice of international conferences, to be considered as the official and authoritative interpretation of the convention which it explains, justifies, and interprets. "The expression of *due diligence*," he says, "which has become celebrated by its obscurity since its solemn interpretation, was rejected. The convention merely requires in the first instance (*On se contente de dire d'abord*) that the neutral is bound to employ the means at its disposal * * * then, to display the same vigilance."

It is to be presumed that Article VIII which "reproduced almost textually" the first rule of the Treaty of Washington, is to be interpreted in the sense in which Mr. Renault's report shows it to have been adopted, especially as Great Britain and the United States have ratified the convention without any objection or reservation as to Article VIII thereof.

It seems obvious therefore that by neither the terms nor the interpretation of the provisions of the treaties on this point is the United States bound to assume the attitude of

DOCUMENTARY HISTORY—NAVAL

an insurer. Consequently the United States disclaims as a correct statement of its responsibility the assertion in your note that "His Majesty's Government will accordingly hold the United States Government responsible for any damages to British trade or shipping, or injury to British interests generally, which may be caused by such vessels having been equipped at, or departing from, United States ports."

The United States has always looked upon the Three Rules of Washington as declaratory of international law, and as the necessary and natural consequences of the doctrine of neutrality, proclaimed and enforced by the United States since the wars of the French Revolution, to which Great Britain was a party. The Three Rules can, in the opinion of this Government, only be considered as the starting point of the doctrine of that degree of diligence which a neutral should observe in the sense that its recognition by Great Britain in an important international controversy called marked attention to an existing doctrine, and furnished an incentive to its incorporation and definition in The Hague Convention concerning the Rights and Duties of Neutral Powers in case of Maritime Warfare.

The United States, since the earliest days of its existence, has been as solicitous of its neutral duties as of its neutral rights, and, without further consideration of your communication at this time, I request you to state to your Government that there is no reason to anticipate that the United States will be less mindful of its duties or of its rights as a neutral in the present case than it has been in the past.

I have, &c.,

W. J. BRYAN.

The Secretary of State to the British Chargé.

Department of State,

Washington, August 20, 1914.

SIR,

I HAVE the honour to acknowledge the receipt of U.S.D.C. your communication of the 9th instant, made to the Department of State under instructions from Sir Edward Grey, in regard to the question of armed merchantmen,

informing this Government that a certain number of the British merchant vessels are armed as a precautionary measure for the purpose of defence, and maintaining that such merchant vessels can not be considered as vessels of war or subjected to the treatment properly accorded to vessels of the latter category in neutral ports.

In the last paragraph of this communication, you call attention to the right claimed by the German Government, in accordance with its rules, to convert its merchant vessels upon the high seas into vessels of war, and the communication states the contention of the British Government that the neutral Government concerned is taxed with responsibility if it does not intern such vessels, in the absence of binding assurances that they will not be converted into men-of-war on the high seas.

The Department of State acknowledges without comment the statement of British policy in such matters and also the British understanding of Germany's intentions and policy, but as to the responsibility of the United States in the premises, you are referred to Department's note of the 19th instant replying to your note of the 4th instant.

I have, &c.,

For the Secretary of State,
ROBERT LANSING.

The British Ambassador to the Secretary of State.

British Embassy,

Washington, August 25, 1914.

SIR,

U.S.D.C.

WITH reference to Mr. Barclay's notes of August 4th and 9th, respectively, fully explaining the position taken up by His Majesty's Government in regard to the question of armed merchantmen, I have the honour, in view of the fact that a number of British armed merchantmen will now be visiting United States ports, to reiterate that the arming of British merchantmen is solely a precautionary measure adopted for the purpose of defence against attack from hostile craft.

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I have at the same time been instructed by His Majesty's Principal Secretary of State for Foreign Affairs to give the United States Government the fullest assurances that British merchant vessels will never be used for purposes of attack, that they are merely peaceful traders armed only for defence, that they will never fire unless first fired upon, and that they will never under any circumstances attack any vessel.

I have, &c.,

CECIL SPRING-RICE.

The Secretary of State to the British Ambassador.

Department of State,

Washington, August 29, 1914.

EXCELLENCY,

I HAVE the honour to acknowledge the receipt of your *U.S.D.C.* note of the 25th instant in which, referring to previous correspondence, you state that, in view of the fact that a number of British armed merchantmen will now be visiting United States ports, you desire to reiterate that the arming of British merchantmen is solely a precautionary measure adopted for the purpose of defence against attack from hostile craft. You add that you have been instructed by His Majesty's Principal Secretary of State for Foreign Affairs to give the Government of the United States the fullest assurances that British merchant vessels will never be used for purposes of attack, that they are merely peaceful traders armed only for defence, that they will never fire unless first fired upon, and that they will never under any circumstances attack any vessel.

I have, &c.,

W. J. BRYAN.

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[Aug

The British Ambassador to the Secretary of State.

British Embassy,

Washington, September 4, 1914.

SIR,

U.S.D.C.

I HAVE the honour to inform you that at the request of your Department I drew the attention of my Government to the fact that two British merchant vessels—the *Adriatic* and the *Merrion*—were at present in United States ports, and that they were carrying guns—the former four and the latter six. I added that the fact of these vessels carrying guns was likely to lead to the raising of difficult questions as to the enforcement by the United States Government of the neutrality of American ports, although an assurance had been given that these guns would only be used for defensive purposes and in case the merchant vessels in question were attacked by an enemy ship when on a commercial voyage.

I have now received a reply from Sir Edward Grey, in which he informs me that His Majesty's Government hold the view that it is not in accordance with neutrality and international law to detain in neutral ports merchant vessels armed with purely defensive armaments. But in view of the fact that the United States Government is detaining armed merchant vessels prepared for offensive warfare, and in order to avoid the difficult questions of the character and degree of armament which would justify detention, His Majesty's Government have made arrangements for landing the guns of the *Merrion*, the *Adriatic* having already sailed before the orders reached her. In the case of the latter ship, the passenger list and cargo had proved that she was proceeding to sea on ordinary commercial business. These and other papers relative to the case will be duly communicated to your Department.

This action has been taken without prejudice to the general principle which His Majesty's Government have enunciated and to which they adhere.

It is presumed that no objection will be raised by your Government to the guns being shipped subsequently to England as cargo in some vessel without mountings or ammunition.

I have, &c.,

CECIL SPRING-RICE.

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Memorandum from the British Embassy.

British Embassy,

Washington, September 7, 1914.

THE British Ambassador presents his compliments to *U.S.D.C.* the Secretary of State of the United States and, with reference to his note of September 4th, has the honour to state that he is informed by the British Consul General that the steamship *Adriatic*, which sailed from New York on September 3rd with four guns mounted and 200 rounds of ammunition, took 28 first-class passengers, 43 second, and 89 third. She also took 637 bags of mail and a general cargo of provisions and manufactured goods. She had no war material on board and no army reservists.

These data bear out the assurances that the *Adriatic* is bound on a peaceful commercial voyage and that her armament is destined solely for defensive purposes.

Memorandum from the British Embassy.

British Embassy,

Washington, September 9, 1914.

THE German Government have openly entered upon the *U.S.D.C.* policy of arming merchant ships as commerce destroyers and even claim the right to carry out the process of arming and equipping such merchant ships in neutral harbours or on the high seas. It is in consequence of this that the British Admiralty have been compelled, in accordance with the practice followed in the great wars of history, to arm a certain number of British merchant ships for self-defence only.

The practice of arming ships in self-defence is very old and has been ordered by Royal proclamation in England from early in the seventeenth century. During the Napoleonic wars the right to arm in self-defence was recognised by British and United States Prize Courts in the cases of the *Catherine Elizabeth* (British) and the *Nereide* (United States). The right of a merchant ship of a belligerent to carry arms and resist capture is clearly and definitely laid down in modern times. The right of resistance of merchant vessels is recognised by the United States Naval War Code,

by the Italian Code for Mercantile Marine, and by the Russian Prize Regulations. Writers of authority in many European countries also recognise the right. To mention a German authority, it may be stated that the late Dr. Perels, at one time legal adviser to the German Admiralty, quotes with approval Article 10 of the United States Naval War Code, which states "the prisoners of merchant vessels of an enemy who in self-defence and in protection of the vessel placed in their charge resist an attack, are entitled to the status of prisoners of war." The Institute of International Law at its meeting in 1913 prepared and adopted a manual of the laws of naval warfare, Article 10 of which expressly declared that private ships are allowed to employ force to defend themselves against the attack of an enemy's ship. ❀

A merchant vessel armed purely for self-defence is therefore entitled under international law to enjoy the status of a peaceful trading ship in neutral ports and His Majesty's Government do not ask for better treatment for British merchant ships in this respect than might be accorded to those of other Powers. They consider that only those merchant ships which are intended for use as cruisers should be treated as ships of war and that the question whether a particular ship carrying an armament is intended for offensive or defensive action must be decided by the simple criterion whether she is engaged in ordinary commerce and embarking cargo and passengers in the ordinary way. If so, there is no rule in international law that would justify such vessel even if armed being treated otherwise than as a peaceful trader.

Memorandum from the British Embassy.

British Embassy,

Washington, September 9, 1914.

U.S.D.C.

IN a memorandum of to-day's date the British Ambassador has set forth the grounds upon which His Majesty's Government hold that British merchant vessels which are armed for defensive purposes only are entitled to be treated as peaceful trading vessels.

In urging this view upon the consideration of the United States Government the British Ambassador is instructed to

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state that it is believed that German merchant vessels with offensive armament have escaped from American ports, especially from ports in South America to prey upon British commerce in spite of all the precautions taken. German cruisers in the Atlantic continue by one means or another to obtain ample supplies of coal shipped to them from neutral ports, and if the United States Government take the view that British merchant vessels which are *bona fide* engaged in commerce and carry guns at the stern only are not permitted purely defensive armament, unavoidable injury may ensue to British interests and indirectly also to United States trade which will be deplorable.

*The Acting Secretary of State to the German Ambassador.¹
Department of State,
Washington, September 19, 1914.*

DEAR MR. AMBASSADOR,

I AM enclosing for your information two memoranda, *U.S.D.C.* which the Department has issued to-day and which define the general rules which this Government will follow in dealing with cases involving the status of armed merchant vessels visiting American ports, and with cases of merchant vessels suspected of carrying supplies to belligerent warships from American ports.

I am, &c.,

ROBERT LANSING.

¹ Same to the British, French, and Japanese Ambassadors in Washington, and the Belgian Minister.

[ENCLOSURE I.]

THE STATUS OF ARMED MERCHANT VESSELS.

A.—A merchant vessel of belligerent nationality may carry an armament and ammunition for the sole purpose of defence without acquiring the character of a ship of war.

B.—The presence of an armament and ammunition on board a merchant vessel creates a presumption that the armament is for offensive purposes, but the owners or agents may overcome this presumption by evidence showing that the vessel carries armament solely for defence.

C.—Evidence necessary to establish the fact that the armament is solely for defence and will not be used offensively, whether the armament be mounted or stowed below, must be presented in each case independently at an official investigation. The result of the investigation must show conclusively that the armament is not intended for, and will not be used in, offensive operations.

Indications that the armament will not be used offensively are :—

1. That the calibre of the guns carried does not exceed six inches.
2. That the guns and small arms carried are few in number.
3. That no guns are mounted on the forward part of the vessel.
4. That the quantity of ammunition carried is small.
5. That the vessel is manned by its usual crew, and the officers are the same as those on board before war was declared.
6. That the vessel intends to and actually does clear for a port lying in its usual trade route, or a port indicating its purpose to continue in the same trade in which it was engaged before war was declared.
7. That the vessel takes on board fuel and supplies sufficient only to carry it to its port of destination, or the same quantity substantially which it has been accustomed to take for a voyage before war was declared.
8. That the cargo of the vessel consists of articles of commerce unsuited for the use of a ship of war in operations against an enemy.
9. That the vessel carries passengers who are as a whole unfitted to enter the military or naval service of the belligerent whose flag the vessel flies, or of any of its allies, and particularly if the passenger list includes women and children.
10. That the speed of the ship is slow.

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4] D.—Port authorities, on the arrival in a port of the United States of an armed vessel of belligerent nationality, claiming to be a merchant vessel, should immediately investigate and report to Washington on the foregoing indications as to the intended use of the armament, in order that it may be determined whether the evidence is sufficient to remove the presumption that the vessel is, and should be treated as, a ship of war. Clearance will not be granted until authorised from Washington, and the master will be so informed upon arrival.

E.—The conversion of a merchant vessel into a ship of war is a question of fact which is to be established by direct or circumstantial evidence of intention to use the vessel as a ship of war.

Department of State,

September 19, 1914.

[ENCLOSURE 2.]

MERCHANT VESSELS SUSPECTED OF CARRYING SUPPLIES TO BELLIGERENT VESSELS.

1. A base of operations for belligerent warships is presumed when fuel or other supplies are furnished at an American port to such warships more than once within three months since the war began, or during the period of the war, either directly or by means of naval tenders of the belligerent or by means of merchant vessels of belligerent or neutral nationality acting as tenders.

2. A common rumour or suspicion that a merchant vessel laden with fuel or other naval supplies intends to deliver its cargo to a belligerent warship on the high seas, when unsupported by direct or circumstantial evidence, imposes no duty on a neutral Government to detain such merchant vessel even for the purpose of investigating the rumour or suspicion, unless it is known that the vessel has been previously engaged in furnishing supplies to a belligerent warship.

3. Circumstantial evidence, supporting a rumour or suspicion that a merchant vessel intends to furnish a belligerent warship with fuel or other supplies on the high seas, is

sufficient to warrant detention of the vessel until its intention can be investigated in the following cases :—

(a) When a belligerent warship is known to be off the port at which the merchant vessel is taking on cargo suited for naval supplies, or when there is a strong presumption that the warship is off the port.

(b) When the merchant vessel is of the nationality of the belligerent whose warship is known to be off the coast.

(c) When a merchant vessel which has on a previous voyage between ports of the United States and ports of other neutral States failed to have on board at the port of arrival a cargo consisting of naval supplies shipped at the port of departure seeks to take on board a similar cargo.

(d) When coal or other supplies are purchased by an agent of a belligerent Government and shipped on board a merchant vessel which does not clear for a port of the belligerent but for a neighbouring neutral port.

(e) When an agent of a belligerent is taken on board a merchant vessel having a cargo of fuel or other supplies and clearing for a neighbouring neutral port.

4. The fact that a merchant vessel, which is laden with fuel or other naval supplies, seeks clearance under strong suspicion that it is the intention to furnish such fuel or supplies to a belligerent warship, is not sufficient ground to warrant its detention, if the case is isolated and neither the vessel nor the warship for which the supplies are presumably intended has previously taken on board similar supplies since the war began or within three months during the period of the war.

5. The essential idea of neutral territory becoming the base for naval operations by a belligerent is *repeated* departure from such territory by a naval tender of the belligerent or by a merchant vessel in belligerent service which is laden with fuel or other naval supplies.

6. A merchant vessel, laden with naval supplies, clearing from a port of the United States for the port of another neutral nation, which arrives at its destination and there discharges its cargo, should not be detained if, on a second voyage, it takes on board another cargo of similar nature.

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In such a case the port of the other neutral nation may be a base for the naval operations of a belligerent. If so, and even if the fact is notorious, this Government is under no obligation to prevent the shipment of naval supplies to that port. Commerce in munitions of war between neutral nations can not as a rule be a basis for a claim of unneutral conduct, even though there is a strong presumption or actual knowledge that the neutral State, in whose port the supplies are discharged, is permitting its territory to be used as a base of supply for belligerent warships. The duty of preventing an unneutral act rests entirely upon the neutral State whose territory is being used as such a base.

In fact this principle goes further in that, if the supplies were shipped directly to an established naval base in the territory or under the control of a belligerent, this Government would not be obligated by its neutral duty to limit such shipments or detain or otherwise interfere with the merchant vessels engaged in that trade. A neutral can only be charged with unneutral conduct when the supplies, furnished to a belligerent warship, are furnished directly to it in a port of the neutral or through naval tenders or merchant vessels acting as tenders departing from such port.

7. The foregoing propositions do not apply to furnishing munitions of war included in absolute contraband, since in no event can a belligerent warship take on board such munitions in neutral waters, nor should it be permitted to do so indirectly by means of naval tenders or merchant vessels acting as such tenders.

Department of State,

September 19, 1914.

The Acting Secretary of State to the British Ambassador.

Department of State,

Washington, September 26, 1914.

EXCELLENCY,

I HAVE the honour to acknowledge the receipt of your *U.S.D.C.* note of the 4th instant, in which, with reference to the presence in American ports of the British armed merchant vessels *Adriatic* and *Merrion*, you advise the Department of the receipt

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of a despatch from Sir Edward Grey in which he states that His Majesty's Government holds the view that it is not in accordance with neutrality and international law to detain in neutral ports merchant vessels armed with purely defensive armaments.

In reply I have the honour to state that this Government has had the matter of the status of armed merchant vessels under consideration, and that it has already made a public announcement thereon.

In this relation I have also the honour to acknowledge the receipt of your Embassy's memorandum of the 7th instant, announcing the departure of the *Adriatic* from New York, and pointing out that, as she had no war material on board and carried no army reservists, these data bear out the assurances that the *Adriatic* was bound on a peaceful commercial voyage and that her armament was destined solely for defensive purposes.

I have, &c.,

ROBERT LANSING.

The Secretary of State to Ambassador Gerard.

Department of State,

Washington, September 29, 1914.

SIR,

U.S.D.C.

I TRANSMIT herewith, for the information of the German Government, copies of two memoranda issued by this Department which define the general rules which the Government of the United States will follow in dealing with cases involving the status of armed merchant vessels visiting American ports, and with cases of merchant vessels suspected of carrying supplies to belligerent warships from American ports.

Copies of these memoranda were also sent to the German Ambassador here, and it is at his request that the copies herewith are sent for communication to his Government.

I am, &c.,

For the Secretary of State,

ROBERT LANSING.

DOCUMENTARY HISTORY—NAVAL

Ambassador Gerard to the Secretary of State.

American Embassy,

Berlin, October 15, 1914. 7 p.m.

MR. GERARD transmits the following memorandum *U.S.D.C.* which he says he has received from the German Foreign Office:—

“An official notice appearing in the *Westminster Gazette* of September 21st, 1914, states that the Department of State at Washington has ruled that ships of belligerent nations when equipped with ammunition and armament shall be treated nevertheless, while in American ports, as merchant ships, provided the armament serves for defensive purposes only. This ruling wholly fails to comply with the principles of neutrality. The equipment of British merchant vessels with artillery is for the purpose of making armed resistance against German cruisers. Resistance of this sort is contrary to international law, because in a military sense a merchant vessel is not permitted to defend itself against a war vessel, an act of resistance giving the warship * * *¹ with crew and passengers. It is a question whether or not ships thus armed should be admitted into ports of a neutral country at all. Such ships, in any event, should not receive any better treatment in neutral ports than a regular warship, and should be subject at least to the rules issued by neutral nations restricting the stay of a warship. If the Government of the United States considers that it fulfils its duty as a neutral nation by confining the admission of armed merchant ships to such ships as are equipped for defensive purposes only, it is pointed out that so far as determining the warlike character of a ship is concerned, the distinction between the defensive and offensive is irrelevant. The destination of a ship for use of any kind in war is conclusive, and restrictions as to the extent of armament affords no guarantee that ships armed for defensive purposes only will not be used for offensive purposes under certain circumstances.”

¹ Omission.

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The Acting Secretary of State to Ambassador Gerard.

Department of State,

Washington, November 7, 1914.

U.S.D.C.

YOUR 515, October 15th. The Government of the United States is obliged to dissent from the views of the German Government as expressed in your telegram in regard to the treatment to be accorded armed merchant vessels of belligerent nationality in neutral ports. The practice of a majority of nations and the consensus of opinion by the leading authorities on international law, including many German writers, support the proposition that merchant vessels may arm for defence without losing their private character and that they may employ such armament against hostile attack without contravening the principles of international law.

The purpose of an armament on a merchant vessel is to be determined by various circumstances, among which are the number and position of the guns on the vessel, the quantity of ammunition and fuel, the number and sex of the passengers, the nature of the cargo, &c. Tested by evidence of this character the question as to whether an armament on a merchant vessel is intended solely for defensive purposes may be readily answered and the neutral Government should regulate its treatment of the vessel in accordance with the intended use of the armament.

This Government considers that in permitting a private vessel having a general cargo, a customary amount of fuel, an average crew, and passengers of both sexes on board, and carrying a small armament and a small amount of ammunition, to enjoy the hospitality of an American port as a merchant vessel, it is in no way violating its duty as a neutral. Nevertheless it is not unmindful of the fact that the circumstances of a particular case may be such as to cause embarrassment and possible controversy as to the character of an armed private vessel visiting its ports. Recognising, therefore, the desirability of avoiding a ground of complaint this Government, as soon as a case arose, while frankly admitting the right of a merchant vessel to carry a defensive armament, expressed its disapprobation of a practice which compelled it to pass [an opinion] upon a vessel's intended use,

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which opinion if proven subsequently to be erroneous might constitute a ground for a charge of unneutral conduct.

As a result of these representations no merchant vessels with armaments have visited the ports of the United States since September 10th. In fact from the beginning of the European wars but two armed private vessels have entered or cleared from ports of this country and as to these vessels their character as merchant vessels was conclusively established.

Please bring the foregoing to the attention of the German Government and in doing so express the hope that they will also prevent their merchant vessels from entering the ports of the United States carrying armaments even for defensive purposes though they may possess the right to do so by the rules of international law.

LANSING.

OPERATIONS OF "GOEBEN" AND "BRESLAU."

Paris, August 4.

ON Tuesday, August 4th, at daybreak the German C.O. cruisers *Goeben* and *Breslau* appeared before Bona and Philippeville. Sixty projectiles were fired on the first named of these ports; six shells made hits. Casualties, one killed and six wounded. The *Goeben* and the *Breslau* subsequently made off.

Berlin, August 5.

The German warships in the Mediterranean appeared *K.V.* yesterday on the coast of Algiers and have destroyed certain fortified places which are being used as ports of embarkation for French troops. Their fire was returned.

IT is understood in official circles that the German battle *Times*, cruiser *Goeben* and her consort the *Breslau* have been driven *Aug. 7,* into Messina by two British cruisers after an exciting chase. *1914.*

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Berlin, August 12.

K.V. The armoured cruiser *Goeben* and the small cruiser *Breslau* entered the neutral Italian harbour of Messina on August 5th after their operations on the Italian coast, and have there replenished their bunkers from German steamers. The harbour was watched by English war vessels which had kept touch with our cruisers. In spite of this, on the evening of August 6th they broke out of Messina and gained the open sea.

Admiralty, August 11.

Times,
Aug. 12,
1914. THERE are strong reasons for believing that the *Goeben* and the *Breslau* have taken refuge in the Dardanelles, where they will be dealt with according to international law.

With the dismantling and internment of these ships the safety of trade will have been almost entirely secured.

Paris, August 16.

C.O. The *Goeben* and *Breslau* after having coaled at Syra have passed the Dardanelles and moored off Constantinople. Severe representations have been made to the Porte which has expressed its excuses for this "deplorable incident." The two German vessels will, it is said, be sold to Turkey. In any case they are out of action and the Mediterranean is free.

August 15.

Times,
Aug. 17,
1914. THE Press Bureau states that there is no reason to doubt that the Turkish Government is about to replace the German officers and crews of the *Goeben* and the *Breslau* by Turkish officers and crews.

Times,
Feb. 14,
1916. A semi-official history of the adventures of the *Goeben* and *Breslau* has been published in Germany. Its author, Emil Ludwig, says he acquired the facts at first hand during a visit to Constantinople. He has apparently had access to the log-book of the *Goeben*, and has received information regarding the flight of these vessels from the Commander-in-Chief, Vice-Admiral Souchon, whose photograph forms the frontispiece.

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The author says that on August 6th, 1914, at midday the Admiral issued the following order to the three ships under his command at Messina :

“ News about the enemy is uncertain. I presume his strength lies in the Adriatic and that he is watching both exits in the Messina Straits. Object : to break through to the East and reach the Dardanelles. Order of going : *Goeben* leaves at five o'clock ; at 17 miles an hour : *Breslau* follows at a distance of 5 miles and closes it up at darkness. I want to create the impression that we are wanting to go to the Adriatic and in case I so succeed in creating that impression that we are wanting to go to the Adriatic, we shall veer round in the night and make for Cape Matapan, if possible, throwing off the enemy. The steamer *General* to leave at seven o'clock in the evening to keep along the Sicilian coast and to try and reach Santorin. Should she be captured to try and let me know by wireless. If she receives no further orders from me to ask for them at *Loreley* (Constantinople station ship).”

As the ships—flags flying and music playing—were reaching the open sea the following wireless message from the Kaiser reached the admiral : “ His Majesty expects the *Goeben* and the *Breslau* to succeed in breaking through.”

Shortly after leaving the harbour an English cruiser of the Weymouth class, alleged to be the *Gloucester*, appeared on the horizon. The English cruiser was emitting signals in three groups. The word “ Mumfu ” frequently occurred, and it was clear that it referred to the *Goeben*. The wireless receivers finally deciphered the signal of the British cruiser as follows : “ *Goeben* making for the Adriatic.”

The German wireless officer argued thus : “ I can jam him. If I break my waves against his I can confuse, hold up, destroy his messages. Shall I jam his wireless ? ” he asked the admiral.

“ Shall we fire ? ” asked the commander.

“ No,” was the answer to both questions. No one apart from the staff understood the admiral. This is how he argued, however. “ This boat is evidently a patrol intending to wireless our movements to the main British Fleet. He shall save us, not ruin us. He shall do his work. We shall neither fire at nor jam him. Let him wireless that the

DOCUMENTARY HISTORY—NAVAL

Germans are making for the Adriatic, whereas the Dardanelles is our object."

It was dark. The *Breslau* closed in. It was ten o'clock in the evening. Then came the order from the bridge: "Right about; starboard; make for Cape Matapan."

The watching British cruiser saw the manœuvre, but before it could wireless the news that the Germans were making for the East the following order flashed out from the admiral: "Jam the wireless; jam it like the devil."

For hours the Germans were travelling eastwards without obstacle, while the patrol boat tried to make itself understood in vain. Where did the error of our enemy lie? In England the excuse was advanced that the Germans had acquired knowledge of the British secret wireless code and so deceived the latter into waiting. Is it worth while contradicting such stuff? The English should have waited before the Straits of Messina and nowhere else. But so confident were they that the *Goeben* and *Breslau* must try and break through to the Adriatic in order to reach an Austrian port that they thought it safe to wait in the Straits of Otranto, which are 40 sea miles wide. So positive were they on this point that the thought of our making for the Dardanelles never seemed to have occurred to them.

The writer admits that the wireless messages of the cruiser which he calls the *Gloucester* evidently reached the British Fleet, but they reached it too late—the German ships were *en route* for Constantinople.

SINKING OF THE "KÖNIGIN LUISE."

Admiralty, August 5.

THE Commodore of the Torpedo Flotilla reports that H.M.S. *Amphion* and the Third Destroyer Flotilla have sunk the German mine-layer *Königin Luise* at noon to-day. The *Königin Luise* is a passenger vessel of the Hamburg-Amerika Line, of 2,163 tons gross tonnage and a speed of 20 knots, specially adapted for mine-laying.

The laying of mines in shallow and commercial waters is a method which Great Britain has consistently set its face against, but Germany at The Hague Conference opposed restrictions in that direction.

14] DOCUMENTARY HISTORY—NAVAL.

THE ROYAL INDIAN MARINE.

At the Court at *Buckingham Palace*,

The 5th day of August, 1914.

PRESENT,

The KING'S Most Excellent Majesty in Council.

WHEREAS there was this day read at the Board a *L.G.* Memorial from the Right Honourable the Lords Commissioners of the Admiralty, in the words following, viz. :

Whereas it is provided in Section 6 of the Indian Marine Service Act, 1884, that in case a state of War exists between Your Majesty and any foreign Power, it shall be lawful for Your Majesty by Proclamation or Order in Council to direct that any vessel belonging to Your Majesty's Indian Marine Service and the Men and Officers from time to time serving thereon shall be under the command of the Senior Naval Officer of the Station where for the time being such ships may be :

And whereas it is provided that while any such vessel shall be deemed to all intents a vessel of war of the Royal Navy, and the Men and Officers from time to time serving in such vessels shall be under such Naval Discipline Act or Acts as may be in force for the time being, and subject to such Regulations as may be issued by Us with the concurrence of the Secretary of State for India in Council :

And whereas a state of War exists between Your Majesty and the German Emperor :

And whereas the Government of Your Majesty in India has agreed to place unreservedly at the disposal of the Naval Commander-in-Chief on the East Indies Station, Your Majesty's Indian Marine Service Vessels *Hardinge* and *Dufferin* :

Now therefore We beg leave to recommend that Your Majesty may be graciously pleased by Your Order in Council to direct that Your Majesty's Indian Marine Service Vessels *Hardinge* and *Dufferin* and the Men and Officers from time to time serving thereon shall be under the command of the Senior Naval Officer of the Station where for the time being such ships may be :

The Secretary of State for India in Council has signified his concurrence in these proposals.

His Majesty having taken the said Memorial into consideration, was pleased, by and with the advice of His Privy Council, to approve of what is therein proposed. And the Right Honourable the Lords Commissioners of the Admiralty are to give the necessary directions herein accordingly.

[A similar order was issued on August 11th with respect to the *Northbrook* and *Minto*, on August 20th with respect to the *Dalhousie*, and on November 6th with respect to the *Lawrence*.]

LOSS OF THE " AMPHION."

Admiralty, August 6.

IN the course of reconnoitring after the mine-layer *Königin Luise* was sunk this morning, the *Amphion* struck a mine and foundered. The fore part of the ship was shattered by the explosion and practically all the loss to the crew ensued from this cause.

All not killed by the explosion were taken off by the destroyer's boats before she sank. Paymaster Gedge and over 100 men were killed. The captain, 16 officers, and 135 men were saved.

Twenty German prisoners of war who were confined in the fore part of the ship were killed in addition.

THE LOSS OF THE " AMPHION"—PRESS BUREAU ESTABLISHED.

House of Commons, August 7.

Hansard.

THE FIRST LORD OF THE ADMIRALTY (Mr. CHURCHILL) : The House will have read with sorrow of the loss of His Majesty's Ship *Amphion* yesterday. The day before yesterday the flotilla of destroyers patrolling in the approaches of the Channel, found the German mine-laying ship *Königin Luise* and sunk her. About fifty members of the crew—which I am informed was probably one hundred and twenty or one hundred and thirty in all—were humanely saved by the flotilla. The *Amphion* continued to scout with the flotilla, and on her return journey was blown up by a mine. The greater part of the officers and men were rescued by boats, but as I have already informed the Press, through a

DOCUMENTARY HISTORY—NAVAL

communication issued from the Admiralty, nearly one hundred and thirty persons were killed outright by the explosion, and in addition to that twenty of the prisoners confined in the fore part of the ship. There are no other losses of any kind. There has been no other fighting so far as we are aware.

The indiscriminate use of mines, not in connection with military harbours or strategic positions—the indiscriminate scattering of contact mines about the seas, which may, of course, destroy not merely enemy vessels or warships, but peaceful merchantmen passing under neutral flags and possibly carrying supplies to neutral countries—this use of mines is new in warfare, and it deserves, at any rate, to be considered attentively, not only by us, who are, of course, engaged in the war, and who may naturally be prone to hasty judgment in such matters, but deserving also to be attentively considered by the nations of a civilised world. The Admiralty are not at all alarmed or disconcerted by such an incident. We have expected a certain number, and we continue to expect a certain number of such incidents, and our arrangements provide for reducing such occurrences to the minimum possible. But I should like to say there are a great many very disconcerting rumours spread about. These rumours arise from the fact that the censorship of the Press at present is of a very strict kind from the point of view of saying aye or no to any particular piece of military information, and I think one consequence of that is that newspapers, in default of facts, are rather inclined to fill up their columns with gossip which reaches them from irresponsible quarters along the coast, where no doubt a great deal of apprehension may, in the minds of nervous individuals, prevail.

We are establishing to-day a Press bureau, and I am very glad to say that the right hon. and learned Member for the Walton Division of Liverpool (Mr. F. E. Smith) will preside over it. From that bureau a steady stream of trustworthy information supplied both by the War Office and the Admiralty can be given to the Press, which, without endangering military or naval interests, will serve to keep the country properly and truthfully informed from day to day of what can be told, and what is fair and reasonable; and thus, by providing as much truth as possible, exclude the growth of irresponsible rumours.

With the indulgence of the House, perhaps I may be allowed to say that we owe a very great debt to the Press of this country. During the precautionary period when we had no legal means of controlling them the proprietors and editors of the great newspapers, irrespective of class, or the party to which they belong, all combined together to take no notice of questions which the Admiralty and the War Office did not want referred to, and it was through that that our preparations were expeditiously and discreetly completed, without undue alarm being caused in this country at a time when no explanation could have been given. We wish to deal with the newspaper Press in such a way as to enable the people of this country to follow what is taking place reasonably and intelligibly. It is on information of that kind that panic and unnecessary alarm can best be avoided.

August 19.

P.B. AT 9 a.m. on August 5th, His Majesty's Ship *Amphion*, with the Third Flotilla, proceeded to carry out a prearranged plan of search, and about an hour later a trawler informed them that she had seen a suspicious ship throwing things overboard in an indicated position. Shortly afterwards the mine-layer *Königin Luise* was sighted, steering east. Four destroyers gave chase, and in about an hour's time she was rounded up and sunk.

After picking up the survivors the prearranged plan of search was carried out without incident until 3.30 a.m., when, as the *Amphion* was on her return course, nearing the scene of the *Königin Luise's* operations, the course was altered so as to avoid the danger zone. This was successfully done until 6.30 a.m., when the *Amphion* struck a mine.

A sheet of flame instantly enveloped the bridge, which rendered the captain insensible, and he fell on to the fore and aft bridge. As soon as he recovered consciousness he ran to the engine-room and stopped the engines, which were going at revolutions for twenty knots. As all the fore part was on fire it proved impossible to reach the bridge or to flood the fore magazine. The ship's back appeared to be broken, and she was already settling down by the bows. All efforts were therefore directed towards getting the wounded

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into a place of safety in case of explosion, and towards getting her in tow by the stern.

By the time the destroyers closed it was clearly time to abandon the ship. The men fell in for this purpose with the same composure that had marked their behaviour throughout. All was done without flurry or confusion, and twenty minutes after the mine was struck the men, officers, and captain left the ship. Three minutes after the captain left his ship another explosion occurred, which enveloped and blew up the whole fore part of the vessel. The effects show she must have struck a second mine, which exploded the fore magazine.

Débris falling from a great height struck the rescue boats and destroyers, and one of the *Amphion's* shells burst on the deck of one of the latter, killing two of the men and a German prisoner rescued from the cruiser. The after part now began to settle quickly, till the foremost part was on the bottom, and the whole after part tilted up at an angle of forty-five degrees. In another quarter of an hour this, too, had disappeared.

Captain Fox speaks in high terms of the behaviour of the officers and men throughout. Every order was promptly obeyed without confusion or perturbation.

SIR JOHN JELlicOE'S REPLY TO THE KING.

WE are officially informed that Admiral Sir John Jellicoe *Times*, has sent the following reply to His Majesty the King: Aug. 6,

On behalf of the officers and men of Home Fleet beg to ^{1914.} tender our loyal and dutiful thanks to Your Majesty for the gracious message,⁽¹⁾ which will inspire all with determination ^{(1) See p. 1.} to uphold the glorious traditions of the past.

COMMANDER-IN-CHIEF, HOME FLEET.

CHINA SQUADRON'S MESSAGE TO THE KING.

THE following telegram has been received at the Admiralty *ibid.* from the Commander-in-Chief, China Squadron:

Officers and men of China Squadron send their loyal and dutiful thanks to His Majesty the King, and will earnestly endeavour to prove themselves worthy of his confidence.

DOCUMENTARY HISTORY—NAVAL
PRIZE COURT REGULATIONS.

[Aug.

At the Court at *Buckingham Palace*, the 5th day of *August*,
1914.

PRESENT,

The KING'S Most Excellent Majesty in Council.

L.G.

WHEREAS a state of war exists between this Country and the German Empire, so that His Majesty's fleets and ships may lawfully seize all ships, vessels, and goods belonging to the German Empire, or the citizens and subjects thereof, or other persons inhabiting within any of the countries, territories, or dominions of the said German Empire, and bring the same to judgment in such Courts of Admiralty within His Majesty's Dominions, Possessions, or Colonies as shall be duly commissioned to take cognisance thereof.

His Majesty is therefore pleased, by and with the advice of His Privy Council, to order, and it is hereby ordered, that a Commission in the form of the draft annexed hereto shall issue under the Great Seal of the United Kingdom authorising the Commissioners for executing the Office of Lord High Admiral to will and require His Majesty's High Court of Justice and the Judges thereof to take cognisance of and judicially proceed upon all and all manner of captures, seizures, prizes, and reprisals of all ships, vessels, and goods that are or shall be taken, and to hear and determine the same ; and, according to the course of Admiralty and the Law of Nations, and the Statutes, Rules, and Regulations for the time being in force in that behalf, to adjudge and condemn all such ships, vessels, and goods as shall belong to the German Empire, or the citizens or subjects thereof, or to any other persons inhabiting within any of the countries, territories, or dominions of the said German Empire.

[A similar Order was issued on August 20th with respect to Austria-Hungary.]

Privy Council Office, August 7, 1914.

ibid.

NOTICE is hereby given that, after the expiration of forty days from the date hereof, it is proposed to submit to His Majesty in Council the draft of an Order in Council approving new Rules of Court for regulating Prize Proceedings.

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By Order in Council of August 6th, 1914, the said Rules were approved as *provisional* Rules under section 2 of the Rules Publication Act, 1893.

Notice is hereby further given that, in accordance with the provisions of the last-named Act, copies of the proposed Rules can be obtained by any public body, within forty days of the date of this notice, at the Privy Council Office, Whitehall.

[The Rules above referred to are not here given *in extenso*. They are very voluminous, and for the most part of a highly technical character.]

PROCLAMATION BY THE KING WITH RESPECT TO THE SEIZURE, ETC., OF GERMAN SHIPS AT SEA.

GEORGE THE FIFTH, by the grace of God of the United King- *ibid.*

dom of Great Britain and Ireland, and of the British Dominions beyond the Seas King, Defender of the Faith, Emperor of India, to Our right trusty and well-beloved Right Honourable Winston Leonard Spencer-Churchill, M.P., Admiral H.S.H. Prince Louis Alexander of Battenberg, G.C.B., G.C.V.O., K.C.M.G., A.D.C., Vice-Admiral Sir Frederick Tower Hamilton, K.C.B., C.V.O., Rear-Admiral Archibald Gordon Henry Wilson Moore, C.V.O., C.B., Captain Cecil Foley Lambert, R.N., The Right Honourable George Lambert, M.P., and the Right Honourable Sir Francis John Stephens Hopwood, G.C.M.G., K.C.B., Our Commissioners for executing the Office of Lord High Admiral of Our United Kingdom of Great Britain and Ireland and the Dominions thereunto belonging, and to Our Commissioners for executing that Office for the time being, Greeting :

WHEREAS a state of war exists between this Country and the German Empire, so that Our fleets and ships may lawfully seize all ships, vessels and goods belonging to the German Empire or the citizens and subjects thereof or other persons inhabiting within any of the countries, territories, or dominions of the said German Empire and bring the same to judgment in such Courts of Admiralty within Our Dominions, Possessions, or Colonies as shall be duly commissioned to take cognisance thereof.

These are therefore to authorise, and We do hereby authorise and enjoin you, Our said Commissioners, now and for the time being, or any two or more of you, to will and require Our High Court of Justice and the Judges thereof, and the said High Court and the Judges thereof are hereby authorised and required to take cognisance of and judicially to proceed upon all and all manner of captures, seizures, prizes, and reprisals of all ships, vessels, and goods already seized and taken, and which hereafter shall be seized and taken, and to hear and determine the same, and according to the course of Admiralty and the Law of Nations, and the Statutes, Rules, and Regulations for the time being in force in that behalf, to adjudge and condemn all such ships, vessels, and goods as shall belong to the German Empire, or to the citizens or subjects thereof or to any other persons inhabiting within any of the countries, territories, or dominions of the said German Empire.

In witness whereof We have caused the Great Seal of the United Kingdom to be put and affixed to these presents.

August 7, 1914.

[A similar Proclamation was issued on August 20th with respect to Austria-Hungary.]

SUPPLEMENTARY NAVY ESTIMATES, 1914-15.

NAVY.

House of Commons, August 7.

Hansard.

RESOLVED on Report "that an additional number not exceeding 67,000 officers, seamen and boys be employed for the year ending March 31st, 1915."

CORRESPONDENCE RELATING TO THE INTERNMENT OF BRITISH VESSELS IN GERMAN PORTS.

NOTICE.

*L.G.,
Aug. 8,
1914.*

ON the night of August 4th, 1914, the Secretary of State received the following notice from the German Ambassador :

"The Imperial Government will keep merchant vessels flying the British flag interned in German harbours, but will liberate them if the Imperial Government receive a counter undertaking from the British Government within forty-eight hours."

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On August 5th a copy of the Order in Council⁽¹⁾ issued on August 4th as to the treatment of enemy merchant vessels in British ports at the date of the outbreak of hostilities was communicated to the Ambassador of the United States in London, who was then in charge of German interests in this country, with a request that he would be so good as to cause enquiry to be made of the German Government as to whether the terms of Articles 3 to 8 of the Order in Council constituted an undertaking of the nature the German Government required, and under which they would liberate merchant vessels flying the British flag interned in German harbours.

On August 7th a communication was received from the United States Embassy that the United States Minister at Stockholm had sent the following telegram signed by the United States Ambassador at Berlin :

“ Please state if England has issued Proclamation that she gives permission to enemy ships to leave British ports until midnight, August 14th. If this is so, Germany will issue corresponding orders. Reply through German Legation, Stockholm.”

The United States Embassy added that they did not believe that this telegram was a reply to the message which had been transmitted to Berlin.

On enquiry at the United States Embassy shortly before midnight it was ascertained that no further communication had been received from Berlin.

The Secretary of State for Foreign Affairs has therefore no information as to the treatment accorded to British merchant ships and their cargoes in German ports, and has accordingly addressed the undermentioned notification to the Lords Commissioners of the Treasury and to the Lords Commissioners of the Admiralty.

*Foreign Office, S.W.,
Midnight, August 7, 1914.*

MY LORDS,

I have the honour to state that no information has reached me that the treatment accorded to British merchant ships and their cargoes which were in German ports at the date of the outbreak of hostilities or which subsequently entered

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them is not less favourable than that accorded to enemy merchant ships by Articles 3 to 8 of the Order in Council issued on the 4th day of August, 1914, with reference to enemy ships being in British ports at the outbreak of hostilities or subsequently entering them. Articles 3 to 8 of the said Order in Council will therefore not come into operation.

I have the honour to be,

My Lords,

Your Lordships' most obedient humble servant,

E. GREY.

[Similar correspondence relating to Austria-Hungary was issued on August 15th.]

SICK AND WOUNDED NAVAL MEN.

INFORMATION BUREAUX TO BE OPENED.

Times,
Aug. 7,
1914.

LADY DRURY, hon. secretary of the Royal Naval Friendly Union of Sailors' Wives, writes :

" I am authorised by the Royal Naval Medical Department of the Admiralty to send you the following statement concerning a scheme for affording reliable news to relatives of sick or wounded officers or men of the Royal Navy and Royal Marines in the Naval Hospitals during war time, and I shall be very much obliged by your publishing it in your influential paper."

Notice to relations of officers and men of the Royal Navy and Royal Marines (who are on active service).

The enormous pressure of surgical and medical work, due to the outbreak of war, makes it impossible for the Royal Naval Medical Department to undertake to supply adequate information to relations as regards the sick and wounded men, without some special organisation for the purpose. A scheme has, therefore, been prepared by permission of the Royal Naval Medical Department, by which relations of Naval and Marine Officers and Men can be informed of the condition of their sick and wounded who, in the event of an action, might be lying in the Royal Naval Hospitals, through special Information Bureaux, which will

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be opened in Portsmouth, Gosport, Chatham, and Devonport. Official information of the progress of the sick and wounded will be supplied daily direct from the Hospitals to these Bureaux, and all those desirous of obtaining news should apply, personally or by letter, to the Secretary, Royal Naval Medical Information Bureau, and NOT to the Naval Medical Officers or at the Hospitals. Inquirers who apply by letter MUST give the Christian and Surname, rating and ship, and, when possible, also the official number of the man for whom they inquire. Those who wish for personal interviews must come to the Information Bureaux at the ports between the hours of 3 p.m. and 8 p.m.

Lists, as far as possible complete, of sick and wounded men admitted to the Royal Naval Hospitals, will be posted up daily outside the Information Bureaux, as well as at the Town Halls, on the Hospital gates, etc.

Addresses of the Information Bureaux :

Portsmouth.—Town Hall, Portsmouth.

Gosport.—Thorngate Hall, Gosport.

Chatham.—Town Hall, Chatham.

Devonport.—R.N.F.U.S.W. Information Bureau.

APPEAL.

The work involved in carrying out the above-mentioned scheme for communicating news of the sick and wounded to their relations will be undertaken mainly by the Royal Naval Friendly Union of Sailors' Wives, and, although all the workers will be voluntary, certain expenses will be inevitable, such as for the hire of offices, printing, clerical equipment, etc., and towards these expenses donations, however small, are earnestly requested, and will be gratefully received by the R.N.F.U.S.W. Treasurer, 32, Rutland-gate, London.

NEW SHIP FOR CAPTAIN FOX.

Admiralty, August 7.

CAPTAIN C. H. FOX, to the *Faulknor*, in command, on *Times*, commissioning, for command of the Third Flotilla, undated. Aug. 8,

[Captain Fox was captain of the *Amphion* which struck a mine and foundered on August 6th (see p. 56).] 1914

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DOCUMENTARY HISTORY—NAVAL
BRITISH TROOPS DISEMBARK IN FRANCE.

Paris, August 8.

C.O. THE disembarkation of the English troops has begun. The units disembarked were saluted by the acclamations of the inhabitants. The disembarkation was quickly effected under the direction of delegations of French officers speaking English fluently. The men rapidly occupied their cantonments. Their talk shows that the exasperation of the English people against Germany is at its height. The English soldiers are delighted at coming to fight on the Continent by the side of their French and Belgian comrades. The accord between the two staffs has ensured perfect execution of the programme of disembarkation.

SHIPS AND MEN.

OFFERS OF COLONIAL AID ACCEPTED.⁽¹⁾

August 8.

(1) See pp.
17-19.

Times,
Aug. 9,
1914.

THE Government of the Dominion of Canada have placed at the service of the Admiralty the cruisers *Niobe* and *Rainbow* for purposes of commerce protection. Arrangements have been made to raise an Expeditionary Force of over 20,000 men to be sent to the United Kingdom, and the Government have offered such further numbers of men as may be required. The offer of a force has been gratefully accepted by His Majesty's Government.

The Government of the Commonwealth of Australia have placed the Royal Australian Navy under the control of the Admiralty and have offered to send an Expeditionary Force of 20,000 men. This offer has been gratefully accepted by His Majesty's Government, and the precise composition of the force will be shortly arranged.

The Government of New Zealand have placed the New Zealand Naval Force under the control of the Admiralty and are preparing to dispatch to this country a force of all arms of over 8,000 officers and men, and to send, from time to time, drafts to secure the maintenance of the force at strength. The decision of the New Zealand Government, which has been approved by the Dominion Parliament, has been warmly welcomed by His Majesty's Government.

The cost of the equipment, maintenance, and pay of the force will be defrayed by the Governments concerned.

DOCUMENTARY HISTORY—NAVAL
OFFER OF HOSPITAL SHIP.

The Secretary of the Admiralty also announces that the *ibid.* following telegrams have passed between H.R.H. the Duchess of Connaught and the First Lord of the Admiralty :—

“ Women of Canada anxious to offer Hospital Ship to British Navy. Before starting fund, anxious to know whether such offer would be acceptable.

“ LOUISE MARGARET DUCHESS OF CONNAUGHT.”

“ Board of Admiralty respectfully thank Your Royal Highness for gracious message and beg that their deep appreciation of the offer made by the women of Canada, which they gratefully accept, may be made known.

“ WINSTON CHURCHILL.”

DEFENCE OF THE REALM ACTS.

I.

August 8, 1914.

BE it enacted by the King's most Excellent Majesty, by and with the advice and consent of the Lords Spiritual and Temporal, and Commons, in this present Parliament assembled, and by the authority of the same, as follows :—

1. His Majesty in Council has power during the continuance of the present war to issue regulations as to the powers and duties of the Admiralty and Army Council, and of the members of His Majesty's forces, and other persons acting in His behalf, for securing the public safety and the defence of the realm ; and may, by such regulations, authorise the trial by courts martial and punishment of persons contravening any of the provisions of such regulations designed—

(a) To prevent persons communicating with the enemy or obtaining information for that purpose or any purpose calculated to jeopardise the success of the operations of any of His Majesty's forces or to assist the enemy ; or

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(b) To secure the safety of any means of communication, or of railways, docks or harbours; in like manner as if such persons were subject to military law and had on active service committed an offence under section 5 of the Army Act.

2. This Act may be cited as the Defence of the Realm Act, 1914.

II.

August 28, 1914.

BE it enacted by the King's most Excellent Majesty, by and with the advice and consent of the Lords Spiritual and Temporal, and Commons, in this present Parliament assembled, and by the authority of the same, as follows:—

1. The Defence of the Realm Act, 1914, shall have effect as if—

(a) At the end of paragraph (a) of section 1 thereof the following words were inserted, "or to prevent the spread of reports likely to cause disaffection or alarm";

(b) At the end of paragraph (b) of section 1 thereof there were added the following words, "or of any area which may be proclaimed by the Admiralty or Army Council to be an area which it is necessary to safeguard in the interests of the training or concentration of any of His Majesty's forces";

(c) At the end of section 1 there were inserted the following words, "and may by such regulations also provide for the suspension of any restrictions on the acquisition or user of land, or the exercise of the power of making by-laws, or any other power under the Defence Acts, 1842 to 1875, or the Military Lands Acts, 1891 to 1903."

2. This Act may be cited as the Defence of the Realm (No. 2) Act, 1914.

[The successive Regulations framed under this and the foregoing Act will, so far as they relate to the Naval Service, be found in the Admiralty Monthly Orders as cited in this volume.]

DOCUMENTARY HISTORY—NAVAL
 GERMAN AND ENGLISH MINES IN THE NORTH
 SEA—CORRESPONDENCE WITH THE DUTCH
 GOVERNMENT.

*Telegram to the Dutch Government from the Dutch
 Ministry in Berlin.*

(TRANSLATION.)

Berlin, August 8, 1914.

IMPERIAL Government informs me that during the *D.N.S.B.* war it will probably be necessary to place mines before the bases of enemy fleets and enemy ports used for the embarkation and debarkation of transport. Please inform mariners.

GEVERS.

*The British Minister at The Hague to the Dutch Minister
 of Foreign Affairs.*

September 28, 1914.

MONSIEUR LE MINISTRE,

ACCORDING to instructions received from Sir Edward *D.N.S.B.* Grey, I have the honour to inform Your Excellency that the German Naval Authorities, since the outbreak of the present war, have been pursuing the practice of sowing mines indiscriminately on the high seas, off the North Sea coast of Great Britain, not in the execution of any definite naval operation, but with the view, it would appear, of interrupting trade with British and neutral ports. There is reason to suppose that fishing trawlers, possibly disguised as neutral vessels, lay mines whilst ostensibly following their ordinary avocation of fishing. These methods constitute a gross infraction of the provisions and spirit of International Law, and are the subject of a protest which has just been communicated to the Powers by His Majesty's Government.

In view, however, of the great dangers to which merchant shipping is exposed and of loss of life and property both British and neutral which has already occurred, His Majesty's Government have arrived at the conclusion that exceptional

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measures must be taken at once in order to meet the situation. His Majesty's Government have therefore decided to close to neutral fishing vessels on and after October 1st all ports of the East coast of Great Britain. They have also decided that on and after the same date it will be necessary to exercise special measures of control over the waters of the North Sea contiguous to the English coast, in order that some measure of safety may be preserved for innocent, peaceful shipping on its way to and from British and neutral ports. This is only possible by curtailing the use of these waters by fishing boats, and they have therefore reluctantly come to the conclusion that any neutral fishing vessel found fishing off the East coast of Great Britain west of longitude 1 degree east when north of latitude 54 degrees 30 minutes north, or west of longitude 2 degrees 30 minutes east when south of latitude 54 degrees 30 minutes north, cannot be regarded as engaged in legitimate fishing operations and must be treated as under suspicion of being engaged in mine-laying. The utmost vigilance will be used in stopping and searching vessels encountered in these waters. Any trawlers not in the exclusive employment of the German Government but illicitly laying mines in the intervals of their fishing will be sunk if caught in the act of mine-laying or, in the event of their resisting capture or search, or attempting to escape, the crews, being unauthorised combatants, will be liable to be treated as war criminals and shot after trial by court martial.

His Majesty's Government hope that the Netherland Government will use their utmost endeavours to restrain their fishing vessels from resorting to the waters situated within the area defined. They trust that the measures decided upon will be received in a spirit of benevolent acquiescence by neutral Powers whose interests may be affected, and they feel confident that those Powers will recognise that they have been devised as much with a view to protecting the lives and property of neutral persons as those of British subjects.

I avail myself, &c.,

ALAN JOHNSTONE.

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*The Dutch Minister of Foreign Affairs to the British
Minister at The Hague.*

(TRANSLATION.)

The Hague, October 7, 1914.

MONSIEUR LE MINISTRE,

IN your communication of September 28th Your Ex-*D.N.S.B.* cellency was so good as to inform me that the British Government, with a view to providing effectually against the laying of mines by the enemy on the English coasts, finds itself compelled to close to neutral fishing vessels on and after October 1st all ports of the East coast of the United Kingdom, and to treat as suspect any neutral fishing vessel found fishing off the East coast of Great Britain west of longitude 1 degree east when north of latitude 54 degrees 30 minutes north, or west of longitude 2 degrees 30 minutes east when south of latitude 54 degrees 30 minutes north.

Your Excellency was so good as to indicate at the same time in what manner neutral fishing vessels and their crews would be treated if they were found in the portions of the North Sea above defined.

Your Excellency concluded by expressing the hope that the Queen's Government would take the necessary measures for preventing Netherland fishing vessels from entering the zone of danger. You added that your Government feel assured that the measures taken would not give rise to objections on the part of neutral Powers whose interests might be affected, seeing that these measures tend at the same time to assure the safety of neutral fishermen frequenting the waters in question and of their property.

The measures taken by the British Government impose restrictions on the peaceful exercise of their craft by Netherland fishermen frequenting waters which are open to them. But, in the full confidence that the British Government has only resolved to adopt these measures because it is convinced of their absolute necessity, the Queen's Government has lost no time in warning Netherland fishermen of the dangers to which their presence in the region indicated would expose them. Nevertheless, inasmuch as Your Excellency's communication did not reach me until September 29th, it is obvious that the warning could not reach them

by October 1st, the day on which the foregoing regulations were to come into force.

Moreover, the Queen's Government regards as extremely dangerous alike from the point of view of humanity and from that of International Law, the procedure which the British Government proposes to follow in regard to neutral fishing vessels which, for any reason, may be found in the forbidden zone. It seems to follow from Your Excellency's communication that such vessels, and even sailing fishing vessels, would be regarded, without further proof, as engaged in laying mines, and that if they attempted by flight to evade the right of search the British Navy would sink them and would treat as "war criminals" such of their crew as it was able to seize.

The Queen's Government cannot believe that it is any part of the intention of the British Government to rely solely upon a chain of simple presumptions for the purpose of establishing the guilt of persons who might be absolutely innocent. On the contrary, it is convinced that the British Government has taken all possible measures for avoiding deplorable misunderstandings, such as might even entail the death of Netherland subjects who were entirely innocent.

In any case, however, since Your Excellency's communication contains no assurance on this point it is of the first importance to direct to it the special attention of the British Government.

I take the liberty of appealing in this sense to Your Excellency's great kindness, and I feel sure that with the least possible delay I shall receive a reply which will remove all doubts on this subject, &c.

J. LOUDON.

*The British Minister at The Hague to the Dutch Minister
of Foreign Affairs.*

The Hague, November 4, 1914.

MONSIEUR LE MINISTRE,

D.N.S.B.

I FORWARDED on October 8th to my Government the Note which Your Excellency did me the honour of addressing to me on October 7th, acknowledging the receipt of my Note of September 28th respecting the imposition of certain restrictions on fishing operations in the North Sea.

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His Majesty's Government observe that Your Excellency appears to have concluded that it is the intention of His Majesty's Navy to consider, without further proof, any fishing vessels discovered in the prohibited area as being engaged in the occupation of laying mines, and to treat their crew as war criminals in the event of their endeavouring to evade the exercise of the right of visit and search.

I have accordingly the honour, by instruction of my Government, to point out to Your Excellency that my Note of September 28th indicated the intention of His Majesty's Government to regard any neutral fishing vessel found fishing within the area in question as "under suspicion of being engaged in mine-laying." It is not and it never has been the intention of His Majesty's Government to treat the suspicion as confirmed in the absence of additional proof. Further, His Majesty's Government did not declare their intention of treating the crews of such vessels as war criminals in the event of their attempting to evade the exercise of the right of visit and search, but only in the case of presumption against them being held to be proved at a trial by court martial.

I am at the same time to assure Your Excellency that His Majesty's Navy will show every consideration towards Netherland fishermen and their vessels, which is compatible with the duty devolving upon His Majesty's officers and men of putting a stop to the illicit methods of mine-laying pursued by the enemy to the great danger of peaceful shipping, both British and neutral.

I avail myself, &c.,

ALAN JOHNSTONE.

*The British Minister at The Hague to the Dutch Minister
of Foreign Affairs.*

The Hague, October 3, 1914.

MONSIEUR LE MINISTRE,

I HAVE the honour to inform Your Excellency of the *D.N.S.B.* following, by instruction of His Majesty's Principal Secretary of State for Foreign Affairs :

The German policy of mine-laying, combined with their submarine activities, makes it necessary on military grounds for the Admiralty to adopt counter-measures. His Majesty's

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Government have therefore authorised a mine-laying policy in certain areas and a system of mine-fields has been established and is being developed upon a considerable scale. In order to reduce risks to non-combatants the Admiralty announce that it is dangerous henceforward for ships to cross between latitude 51 degrees 15 minutes north and 51 degrees 40 minutes north and longitude 1 degree 35 minutes east and 3 degrees east. In this connection it must be remembered that the southern limit of the German mine-field is latitude 52 degrees north. Although these limits are assigned to the danger area it must not be supposed that navigation is safe in any part of the southern waters of the North Sea. Instructions have been issued to His Majesty's ships to warn east-going vessels of the presence of this new mine-field.

I avail myself, &c.,

ALAN JOHNSTONE.

The British Minister at The Hague to the Dutch Minister of Foreign Affairs.

The Hague, November 3, 1914.

MONSIEUR LE MINISTRE,

D.N.S.B. I HAVE the honour to inform Your Excellency, by direction of Sir Edward Grey, that the Admiralty are issuing the following announcement :

“ During the last week the Germans have scattered mines indiscriminately in the open sea on the main trade route from America to Liverpool *via* the North of Ireland. Peaceful merchant ships have already been blown up with loss of life by this agency. The White Star Liner *Olympic* escaped disaster by pure good luck. But for warnings given by British cruisers other British and neutral merchant and passenger vessels would have been destroyed. These mines cannot have been laid by any German ship of war. They have been laid by some merchant vessel flying a neutral flag which has come along the trade route as if for purposes of peaceful commerce and, while profiting to the full by the immunity enjoyed by neutral merchant ships, has wantonly and recklessly endangered the lives of all who travel on the sea, regardless of whether they are friend or foe, civilian or military in character.

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“ Mine-laying under a neutral flag and reconnaissance conducted by trawlers, hospital ships and neutral vessels are the ordinary features of German naval warfare. In these circumstances, having regard to the great interests entrusted to the British Navy, to the safety of peaceful commerce on the high seas and to the maintenance between limits of international trade between neutral countries, the Admiralty feel it necessary to adopt exceptional measures appropriate to the novel conditions under which this war is being waged. They therefore give notice: that the whole of the North Sea must be considered a military area. Within this area merchant shipping of all kinds, traders of all countries, fishing craft and all other vessels will be exposed to the gravest dangers from the mines which it has been necessary to lay, and from the warships searching diligently by night and day for suspicious craft. All merchant and fishing vessels of every description are hereby warned of the dangers they encounter by entering this area except in strict accordance with Admiralty directions. Every effort will be made to convey this warning to neutral countries and to vessels on the sea, but from November 5th onwards the Admiralty announce that all ships passing a line drawn from the Northern point of the Hebrides through Faroe Islands to Iceland do so at their own peril. Ships of all countries wishing to trade to and from Norway, the Baltic, Denmark and Holland are advised to come, if inward bound, by the English Channel and the Straits of Dover. There they will receive sailing directions which will pass them safely so far as Great Britain is concerned up the East coast of England to Farne Island, whence a safe route will, if possible, be given to the Lindesnaes Lighthouse. From this point they should turn north or south according to their destination, keeping as near the coast as possible. The converse applies to vessels outward bound. By strict adherence to these routes the commerce of all countries will be able to reach its destination in safety, so far as Great Britain is concerned, but any straying, even for a few miles, from the course thus indicated may be followed by fatal consequences.”

I avail myself, &c.,

ALAN JOHNSTONE.

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*The Dutch Minister of Foreign Affairs to the British
Minister at The Hague.*

(TRANSLATION.)

The Hague, November 16, 1914.

MONSIEUR LE MINISTRE,

D.N.S.B.

BY your letter of the 3rd instant Your Excellency has been so good as to communicate to me a public notice issued by the British Admiralty on the subject of navigation in the North Sea.

According to this notice the whole of the North Sea is to be regarded as constituting a military zone in which navigation will be exposed to the gravest dangers, not merely on account of the mines which have been laid there, but also because British warships will there be engaged in searching for suspicious craft. Merchant vessels and fishing boats are, in consequence, warned of the dangers which they run in entering the North Sea except in strict accordance with the directions given by the Admiralty.

I have the honour to bring to the notice of Your Excellency the observations which this communication from the Admiralty has called forth on the part of the Queen's Government.

According to the Law of Nations the immediate sphere of belligerent military operations alone constitutes the "military zone" within which the right of police belonging to a belligerent can be exercised.

A sea of the size of the North Sea cannot, in its whole extent, be regarded as the immediate sphere of belligerent operations.

By investing the whole of this region with the character of a military zone a grave blow is struck at the principle of the Freedom of the Seas, a principle which is recognised by all the nations of the globe.

Article 3 of the Seventh Hague Convention—a convention signed and ratified by Great Britain—obliges the belligerent who lays anchored automatic contact mines to take all possible precautions for the security of peaceful navigation. Accordingly the Queen's Government has not claimed the

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right to protest against the decision taken some five weeks ago by the British Government, in regard to the laying of mines in the region indicated by Your Excellency in your Note of October 3rd. It is otherwise with the present extension of that zone to the whole of the North Sea, an extension which is seriously prejudicial to the navigation of the Netherlands inasmuch as it bars its passage.

The notice of the Admiralty prescribes that vessels coming from the Atlantic and destined for Norway, the Baltic, Denmark and the Netherlands must leave the Channel by the Straits of Dover and make the Farne Islands by passing along the East coast of England, and then shape a course for Lindesnaes. From this point they will have to proceed northward or southward as the case may be, and to keep as near the coast as possible. Vessels coming from the Baltic or the other countries mentioned will have to proceed in a converse direction.

The explanations which I had the honour to ask of Your Excellency ten days ago, for the purpose of ascertaining if the direct route which the Netherland navigation has followed since October 3rd would still remain open have not, so far, reached me.

It is evident that the course indicated by the British Government presents grave inconveniences to navigation between the Atlantic and the ports of the South-east coast of Great Britain on the one hand, and the Netherland ports on the other. In the first place, the deviation is excessive. The distance from Dover to a Netherland port is about 150 nautical miles, whereas the course indicated by the Admiralty would bring this distance up to more than 1,000 miles. In the second place, the course to be pursued between Lindesnaes and the Netherland ports is too vaguely indicated to afford sufficient guarantees for the security of navigation.

As for the lines of communication between the Netherland ports and the North-east coast of England they will cease to exist.

Finally, the question must be asked how the Netherland fishermen are to conduct themselves in order to avoid encountering insurmountable obstacles and exposing themselves to grave perils in the exercise of their craft.

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I shall be obliged if Your Excellency will be so good as to furnish me with as little delay as possible with such explanations as will remove the uncertainties above indicated, and I take this opportunity, &c.,

J. LOUDON.

*The British Minister at The Hague to the Dutch Minister
of Foreign Affairs.*

The Hague, January 15, 1915.

MONSIEUR LE MINISTRE,

D.N.S.B.

I DID not fail to transmit to my Government copy of Your Excellency's Note of November 16th last dealing with the announcement by His Majesty's Government of their intention to regard the North Sea as a military area.

In that Note Your Excellency repeated an enquiry which you had already addressed to me as to whether the route followed since October 3rd by vessels navigating between Great Britain and the Netherlands would still remain open, and Your Excellency further asked what conduct Netherland fishermen in the North Sea would require to observe in order to avoid interference and risk in the exercise of their calling.

I have now the honour to inform Your Excellency that the Lords Commissioners of the Admiralty, to whom these enquiries were referred, state that, in view of the large number of drifting German mines which are constantly being met, it is impossible to indicate any safe route to Dutch ports, but that vessels passing between latitude 51 degrees 40 minutes north, and 51 degrees 54 minutes north, *i.e.*, the channel already indicated, may do so at their own risk. With regard to Dutch fishing vessels in the North Sea, fishing to the eastward of the line already laid down, it is impossible for His Majesty's Government to guarantee that no mines will be encountered in this area.

In bringing the above to Your Excellency's knowledge as a reply to the enquiries Your Excellency did me the honour to address to me, I avail myself, &c.,

ALAN JOHNSTONE.

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ANTIVARI BOMBARDED BY AUSTRIAN FLEET.

Bari, August 10.

THE steamer *Brindisi* coming from Antivari brings the *K.D.* information that Antivari has been fired at by Austro-Hungarian warships. The firing began yesterday at 8.30. At 8 two Austro-Hungarian cruisers appeared and informed the wireless telegraphy station that in twenty minutes they would open fire. At the end of this time the bombardment began, and was directed against the buildings of a trading company and the wireless telegraphy station. The day before yesterday the Austro-Hungarian cruiser *Szigetvar* appeared before Antivari and completely destroyed the Montenegrin wireless station at that place.

NAVAL PENSIONS, GRANTS, AND OTHER
ALLOWANCES.

At the Court at *Buckingham Palace*,

The 10th day of August, 1914.

PRESENT,

The KING'S Most Excellent Majesty in Council.

WHEREAS there was this day read at the Board a *L.G.* Memorial from the Right Honourable the Lords Commissioners of the Admiralty, dated the 6th day of August, 1914, in the words following, viz. :—

“Whereas by Section I. of the Injuries in War (Compensation) Act, 1914, it is enacted that it shall be lawful for Your Majesty by Your Order in Council to frame a Scheme as to the pensions, grants and other allowances in the nature thereof, to be paid to persons, not being Officers or Seamen of the Royal Navy or Officers or Soldiers of any of Your Majesty's land or marine forces, in respect of injuries suffered by them whilst employed afloat by or under the Admiralty or Army Council in connection with warlike operations in which Your Majesty is engaged, and in the case of their death to their widows and other dependants :

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“ And whereas it is further enacted in the said section of the said Act that Your Order in Council shall specify the persons to whom it applies and the conditions under which it becomes applicable, and that Your Order may include persons not in the direct employment of the Admiralty or Army Council, and persons employed in commissioned ships, notwithstanding that by reason of such employment they are subject to the Naval Discipline Act :

“ And whereas we are of opinion that the Scheme of pensions, grants, and allowances in the nature thereof, should apply as from the 3rd day of August, 1914, to all Officers and Men of Fleet Auxiliaries (other than ranks and ratings in receipt of Naval pay), to all civilians in Admiralty Service, and to Officers and Men of the War Department Examination Service, who may be injured on duty during employment afloat, and to the dependent relatives of such persons who may be killed on duty during employment afloat, or die within two years thereof, as the result of injuries received on such duty, provided, however, that the Scheme shall not apply to Officers and Men of the Royal Naval Reserve, Royal Fleet Reserve, Royal Naval Volunteer Reserve, or to Naval Pensioners serving in the Fleet and in receipt of Naval rates of pay during such service :

“ We beg leave humbly to recommend that Your Majesty may be graciously pleased by Your Order in Council to sanction payment of pensions, grants, and other allowances, on the scales and subject to the conditions specified in the annexed Schedule.

“ The Lords Commissioners of Your Majesty’s Treasury have signified their concurrence in these proposals.”

“ SCHEDULE.

“ SCALE OF PENSIONS, GRANTS, AND OTHER ALLOWANCES.

“ *Injury Pensions.*

“ If the injury result in total destruction of earning capacity, a pension equal to two-thirds pay during the period of such total incapacity.

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“ If the injury result in partial impairment of earning capacity, a pension during the period of such partial impairment of earning capacity equal to :—

“ One-sixth pay in respect of slight impairment of earning capacity ;

“ One-third pay in respect of impairment of earning capacity ;

“ Half pay in respect of material impairment of earning capacity.

“ Such pensions to be awarded to all Officers and Men of Fleet Auxiliaries (other than ranks and ratings in receipt of Naval pay), and to civilians in Admiralty Service and to Officers and Men of the War Department Examination Service, provided that the injury be sustained on duty afloat, and all awards to be subject to periodical review and dependent upon the degree of the impairment of earning capacity for the time being as described above.

“ *Widows' Pensions and Allowances to dependent Relatives.*

“ If any of the above-mentioned persons be killed, or die within two years, as the result of injuries sustained on duty afloat, there shall be awarded—

(a) to the widow a pension equal to one-third pay ;
and

(b) in respect of each child up to 4 in number until the age of 16, an allowance equal to one twenty-fourth of pay ;

so that the maximum possible payment per annum, inclusive of the widow's pension, shall not in any case exceed one-half pay.

“ If there be no widow, pensions may be granted to other dependent relatives, at the discretion of the Admiralty or Army Council, not exceeding in the aggregate the sum which might have been awarded in each case as a widow's pension.

“ In the event of a widow's re-marriage her pension shall cease, and the Admiralty or Army Council shall have the option of awarding, as may be more beneficial to her, either—

(a) a lump sum equal to the difference by which three years' pay (provided it be not more than £300 or less than £150) exceeds the total sum already paid in compensation ; or

(b) continued payment of the children's pensions until age of 16.

“ In the event of the adoption of alternative (a) the Admiralty or Army Council shall have power to take any precautions against the squandering of the lump sum—*e.g.*, by entrusting it to trustees to be administered in specified payments or to be applied wholly or partly for the children's education or otherwise.

“ *Definition of the term ' Pay.'*

“ For the purpose of this scheme pay shall be computed as follows :—

(1) In the case of Officers and men serving in Ships chartered by the Admiralty, whether with, or without, demise to the Crown, pay shall be deemed to be the pay (including a victualling allowance at the rate of 3s. a day for Officers and 1s. 6d. a day for men, when pay does not include victualling) of the present rank ruling in the Ship, or in Ships of corresponding size and character, at a date six months prior to the outbreak of hostilities.

(2) In the case of casual labourers engaged for Fleet coaling afloat pay shall be deemed to be the normal wages of an ordinary unskilled labourer at the place of engagement at a date six months prior to the outbreak of hostilities.

(3) In all other cases pay shall be computed in such manner as is best calculated to give the rate at which the person was being remunerated during the year preceding 3rd August, 1914, provided that when it is impracticable to compute pay in such manner, pay shall be taken to be such amount as the Admiralty or Army Council may determine, having regard to the amount of the earnings of persons in similar employment during the same year.

“ *Limitation of Benefits in the case of Persons entitled to Compensation under the Workmen's Compensation Acts, or to the Benefits of the Civil Superannuation and Greenwich Hospital Acts.*

“ No person who is eligible to benefit under this Scheme shall lose by virtue thereof any gratuity or other superannua-

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tion allowance for which he may be eligible by service under the Superannuation Acts, 1834 to 1909, but persons entitled to any compensation under the Workmen's Compensation Act, 1906, or to any compensation or damages at Common Law or under the Employer's Liability Act, 1880, or under the Greenwich Hospital Acts, 1865 to 1898, or any other statute, or eligible for any gratuity or allowance in respect of injury under Section 1 of the Superannuation Act, 1887, shall be entitled to benefit under this scheme only to the extent of the difference, if any, between the value of the benefits it confers and the value of such other benefits as they may be entitled to under the said Acts, provided, however, that no person shall receive as the result of this scheme a total sum in excess of his pay at the date of the injury.

" Interpretation of the Scheme.

" In the event of any question arising on the interpretation or administration of this scheme, the decision of the Admiralty or Army Council thereon shall be final."

His Majesty, having taken the said Memorial into consideration, was pleased, by and with the advice of His Privy Council, to approve of what is therein proposed. And the Right Honourable the Lords Commissioners of the Admiralty are to give the necessary directions herein accordingly.

NEW BOARD OF ADMIRALTY.

*Crown Office, House of Lords,
August 10, 1914.*

THE KING has been pleased, by Letters Patent under the Great Seal, bearing date the 10th day of August inst., to appoint

The Right Hon. Winston Leonard Spencer-Churchill,
His Serene Highness Prince Louis Alexander of
Battenberg, G.C.B., G.C.V.O., K.C.M.G.,

Vice-Admiral Sir Frederick Tower Hamilton, K.C.B.,
C.V.O.,

Rear-Admiral Frederick Charles Tudor Tudor, C.B.,
Captain Cecil Foley Lambert,

The Right Hon. George Lambert, and

The Right Hon. Sir Francis John Stephens Hopwood,
G.C.M.G., K.C.B.,

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to be Commissioners for executing the Office of Lord High Admiral of the United Kingdom of Great Britain and Ireland, &c.

[This issue of a new Patent (for previous Patent, see p. 5) was caused by the appointment of Rear-Admiral Tudor to the post of Third Sea Lord in succession to Rear-Admiral Archibald Gordon Moore appointed to a command afloat (see p. 162).]

SINKING OF "U 15."

Admiralty, August 10.

ONE of the Cruiser Squadrons of the Main Fleet was attacked yesterday by German submarines. None of H.M. ships was damaged, and one of the enemy's submarines, U 15, was sunk.

Times
Aug. 11,
1914.

The following message from Mr. Churchill addressed to the Lord Mayor was received in Birmingham:—

"Birmingham will learn with pride that the first German submarine destroyed in the war was sunk by H.M.S. *Birmingham*."—First Lord Admiralty.

Berlin, August 18.

K.V.

The submarine U 15 has not returned from a cruise to the English coasts in company with other submarines. According to information given by English newspapers U 15 has been sunk in action with English warships.

BRITISH CRUISER AT DAR-ES-SALAAM.

Times,
Aug. 10,
1914.

A TELEGRAM from Nairobi (British East Africa) states:—

It is officially announced that a British cruiser has destroyed the German wireless station at Dar-es-Salaam.

GERMAN SUBMARINES IN THE NORTH SEA.

Berlin, August 12.

K.V.

GERMAN submarines have in the course of the last few days cruised along the East Coast of England and Scotland as far as the Shetland Islands.

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AUSTRIAN BLOCKADE OF MONTENEGRIN COAST.

Vienna, August 12.

IT is officially announced that an effective blockade of the Montenegrin coast began yesterday afternoon. Ships belonging to friendly and neutral nations were granted twenty-four hours for their departure. The blockade has been notified to the diplomatic representatives here.—*Reuter.*

GUARDING THE TRADE ROUTES.

(Press Bureau Statement.)

August 12.

AT the request of the Foreign Office the Admiralty have considered attentively the position of Brazil, Uruguay, the Argentine, and Chile, with the intention of so concerting their naval measures as to protect and sustain Anglo-Brazilian, Anglo-Uruguayan, Anglo-Argentine, and Anglo-Chilean trade. They have full confidence in their ability to do this. Although the German Government are trying, and will try, to harass the trade routes and to arrest the flow of commerce, their power to inflict injury diminishes with every day that passes.

The Admiralty have already despatched a large number of mobilised cruisers to their stations commanding the trade routes. These nearly treble the enemy cruiser forces already there. For example, in the Atlantic, twenty-four British cruisers, besides French, are searching for the five German cruisers known to be in that ocean. The enemy's vessels will be hunted continuously, and although some time may elapse before they are run down they will be kept too busy to do mischief.

A number of fast merchant vessels fitted out and armed at British Naval arsenals are being commissioned by the Admiralty for the purpose of patrolling the routes and keeping them clear of German commerce raiders.

Every effort is being made with success to facilitate trade in all directions. Although the principal difficulty was at the beginning, yet all British ships are arriving with the greatest regularity. With every day that passes the British Admiralty control of the trade routes, including especially the Atlantic trade routes, becomes stronger. Traders with Great Britain of all nations can therefore continue confidently

and boldly to send their cargoes to sea in British or neutral ships, and British ships are themselves now plying on the Atlantic routes with almost the same certainty as in times of peace.

In the North Sea alone, where the Germans have scattered mines indiscriminately, and where the most formidable operations of naval war are proceeding, the Admiralty can give no assurance.

Berlin, August 13.

K.D.

In contradiction to English statements of a different purport we are authorised from an influential source to explain that it is in no sense true that German contact mines have been laid in the North Sea in such a manner as to endanger neutral trade. Such mines have only been laid in the immediate neighbourhood of the English coast.

NOTIFICATION OF WAR WITH AUSTRIA-HUNGARY AND PROCLAMATION RELATING THERETO.

L.G.,
Aug. 14,
1914.

DIPLOMATIC relations between France and Austria being broken off, the French Government have requested His Majesty's Government to communicate to the Austro-Hungarian Ambassador in London the following Declaration :

“Après avoir déclaré la guerre à la Serbie et pris ainsi la première initiative des hostilités en Europe, le Gouvernement austro-hongrois s'est mis, sans aucune provocation du Gouvernement de la République Française, en état de guerre avec la France :

1°. Après que l'Allemagne avait successivement déclaré la guerre à la Russie et à la France, il est intervenu dans ce conflit en déclarant la guerre à la Russie qui combattait déjà aux côtes de la France.

2°. D'après de nombreuses informations dignes de foi, l'Autriche a envoyé des troupes sur la frontière allemande, dans des conditions qui constituent une menace directe à l'égard de la France.

En présence de cet ensemble de faits, le Gouvernement français se voit obligé de déclarer au Gouvernement austro-

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hongrois qu'il va prendre toutes les mesures qui lui permettront de répondre à ces actes et à ces menaces."

In communicating this Declaration accordingly to the Austro-Hungarian Ambassador, His Majesty's Government have declared to His Excellency that the rupture with France having been brought about in this way, they feel themselves obliged to announce that a state of war exists between Great Britain and Austria-Hungary as from midnight.

Foreign Office,
August 12, 1914.

BY THE KING.

A PROCLAMATION

EXTENDING THE SCOPE OF CERTAIN EXISTING PROCLAMATIONS
AND A CERTAIN ORDER IN COUNCIL CONNECTED WITH
THE WAR.

GEORGE R.I.

WHEREAS on the fourth day of August, one thousand nine hundred and fourteen a State of War came into existence between Us on the one hand and the German Empire on the other :

And whereas We did on the same date and on the fifth day of August, one thousand nine hundred and fourteen, issue certain Proclamations and Orders in Council connected with such State of War :

And whereas a State of War now exists between Us on the one hand and the Dual Monarchy of Austria-Hungary on the other :

And whereas it is therefore desirable to extend the scope of certain of the Proclamations and Orders in Council aforesaid :

Now, therefore, We have thought fit, by and with the advice of Our Privy Council, to issue this Our Royal Proclamation declaring and it is hereby declared as follows :—

1. The Proclamation warning all Our Subjects and all persons resident or being in Our Dominions from contributing to, or participating in or assisting in the floating of, any loan

raised on behalf of the German Government, or from advancing money to or entering into any contract or dealings whatsoever with the said Government, or otherwise aiding, abetting, or assisting the said Government, shall be deemed as from this date to apply to all loans raised on behalf of, or contracts or dealings entered into with, or to aiding, abetting, or assisting the Austro-Hungarian Government.

2. The Proclamation on Trading with the Enemy shall be deemed as from this date to prohibit with the Dual Monarchy of Austria-Hungary all commercial intercourse, which under the said Proclamation is prohibited with the German Empire, and for this purpose such Proclamation shall be read as if throughout the operative portion thereof, the words "either the German Empire or the Dual Monarchy of Austria-Hungary" were substituted for the words "the German Empire."

3. (1) In the Order in Council issued with reference to the departure from Our Ports of enemy vessels, which at the outbreak of hostilities were in any such Port or which subsequently entered the same, the word "enemy," as applied to either ships or cargo, shall be deemed as from this date to include Austro-Hungarian ships or cargo.

(2) In the application of this Article to Austro-Hungarian ships the date Saturday, the Fifteenth day of August, shall be substituted for the date mentioned in Article 2 of the said Order in Council, and the date Saturday, the Twenty-second day of August, shall be substituted for the date mentioned in Article 3 of the said Order in Council.

4. The Proclamation specifying the articles which it is Our intention to treat as Contraband of War during the war with Germany shall be deemed to specify the articles which it is Our intention to treat as Contraband of War during the war with Austria-Hungary.

5. In the Proclamation forbidding the carriage in British vessels from any Foreign Port to any other Foreign Port of any article comprised in the list of Contraband of War issued by Us, unless the shipowner shall have first satisfied himself that the articles are not intended ultimately for use in the enemy country, the words "enemy country" shall be deemed

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as from this date to include the Dual Monarchy of Austria-Hungary.

Given at Our Court at *Buckingham Palace*, this Twelfth day of August, in the year of our Lord one thousand nine hundred and fourteen, and in the Fifth year of Our Reign.

THE "NEW ZEALAND."

Office of the High Commissioner for New Zealand,

August 14, 1914.

THE High Commissioner for New Zealand (the Hon. Thomas Mackenzie) states that Captain Halsey, of H.M.S. *New Zealand*, has sent the following cablegram to the Premier of the Dominion :

"All on board *New Zealand* will endeavour to uphold the honour of the Dominion."

To this message the Premier has replied :

"People of New Zealand warmly appreciate your message. Feel assured honour of Dominion worthily upheld in your hands. Kia Ora.

"MASSEY,

"Prime Minister."

[The words "Kia Ora" are a Maori greeting signifying "Good Health," "Good Luck," "Wishing you the very best of everything."]

FOREIGN OFFICE STATEMENT WITH RESPECT TO BRITISH VESSELS IN AUSTRO-HUNGARIAN PORTS.

THE Secretary of State for Foreign Affairs has received *L.G.* information of a nature to satisfy him that the treatment accorded to British merchant ships and their cargoes in Austro-Hungarian ports is not less favourable than that accorded to Austro-Hungarian merchant ships and their cargoes in British ports, and he has accordingly addressed the undermentioned notification to the Lords Commissioners of the Treasury and to the Lords Commissioners of the Admiralty.

Foreign Office, S.W., August 15, 1914.

MY LORDS,

I HAVE the honour to state that information has reached me of a nature to satisfy me that the treatment accorded to British merchant ships and their cargoes which were in Austro-Hungarian ports at the date of the outbreak of hostilities, or which subsequently entered them, is not less favourable than that accorded by Articles 3 to 8 of the Order in Council issued on the 4th day of August, 1914, with reference to enemy ships being in British ports at the outbreak of hostilities, or subsequently entering them, which was extended so as to apply to Austro-Hungarian merchant ships by His Majesty's Proclamation issued on the 12th day of August, 1914.

Articles 3 to 8 of the said Order in Council, as extended by the Proclamation dated the 12th August, 1914, will therefore come into full force and effect with regard to Austro-Hungarian merchant ships.

I have the honour to be,

My Lords,

Your Lordships' most obedient, humble Servant,

E. GREY.

[See p. 64.]

FRENCH FLEET IN THE ADRIATIC.

Paris, August 16.

C O. Admiral de Lapeyrère on August 16th in the forenoon surprised an Austrian cruiser of the *Aspern* type before Antivari and sank her amid the enthusiasm of the Montenegrins who witnessed the action.

(It appears that the cruiser was the *Zenta*.)

August 17.

P. B. The French fleet in the Mediterranean have made a sweep up the Adriatic as far as Cattaro, and a small Austrian cruiser of the *Aspern* type was fired on and sunk.

The *Aspern* and her class are vessels of 2,400 tons, with a speed of about 18 knots. They carry eight 4·7-in. guns, and are protected with a 2-in. armoured steel deck amidships. They were built about fourteen years ago.

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ADMIRALTY ANNOUNCEMENT WITH RESPECT TO
PILOTAGE IN WAR-TIME.

Admiralty, S.W., August 19, 1914.

WHEREAS it is provided by sub-section (2) of section 24 of the Pilotage Act, 1913, that " if any master or mate who is not a British subject shows to the satisfaction of the Board of Trade that he is the master or mate of a ship which is of substantially the same class, and is trading regularly between the same ports as a foreign ship which, on the first day of June, nineteen hundred and six, was excepted from the obligation to carry a licensed pilot, or had habitually been piloted by a master or mate of the ship who held a pilotage certificate, the Board of Trade may authorise the master or mate to apply to the Pilotage Authority for a pilotage certificate under this Act, and the provisions of this Act as to the granting of a pilotage certificate shall, notwithstanding anything in this Act, extend to a master or mate so applying for a certificate, although he is not a British subject, as they extend to a master or mate who is a British subject :

" Provided that if the Admiralty at any time consider that, on the grounds of public safety, the provisions of this sub-section should not be applicable with respect to any pilotage district, or part of a pilotage district, they may make an order excluding that district, or part of a district, from the operation of those provisions ; and while any such order is in force with respect to any such district, or part of a district, a certificate granted under those provisions shall not be of any effect within that district or part of a district."

And whereas the Commissioners for Executing the Office of Lord High Admiral of the United Kingdom consider that on the grounds of public safety the provisions of the said sub-section should not be applicable with respect to the pilotage districts, or parts of pilotage districts, hereinafter mentioned.

Now, therefore, the said Commissioners hereby order that the provisions of sub-section (2) of section 24 of the Pilotage Act, 1913, shall not be applicable with respect to the following pilotage districts, that is to say, the Isle of Wight pilotage district, the Plymouth pilotage district, the

Milford pilotage district, the Bristol pilotage district, and the Liverpool pilotage district.

F. T. HAMILTON.
CECIL LAMBERT.

LIVELINESS IN THE NORTH SEA.

August 19.

P.B. SOME desultory fighting has taken place during the day between the British patrolling squadrons and flotillas and German reconnoitring cruisers.

No losses are reported or claimed.

A certain liveliness is apparent in the southern area of the North Sea.

Berlin, August 20.

K.V. THE two small cruisers *Strassburg* and *Stralsund* pushed forward in the last few days into the southern part of the North Sea.

The *Strassburg* sighted off the English coast two enemy submarines, and sank one of them after a few shots at long range. The *Stralsund* had an engagement with several torpedo boat destroyers at long range. Two destroyers were damaged. From this and from a reconnaissance by an airship as far as Skager Rack the fact was confirmed that the German coasts and waters were free of the enemy, and that neutral shipping could pass unmolested.

DECLARATION OF LONDON ADOPTED WITH
ADDITIONS AND MODIFICATIONS.

ORDER IN COUNCIL ADOPTING, DURING THE PRESENT HOSTILITIES, THE PROVISIONS OF THE CONVENTION KNOWN AS THE "DECLARATION OF LONDON" WITH ADDITIONS AND MODIFICATIONS.

At the Court at *Buckingham Palace*,
The 20th day of August, 1914.

PRESENT,

The KING'S Most Excellent Majesty in Council.

L.G. WHEREAS during the present hostilities the Naval Forces of His Majesty will co-operate with the French and Russian Naval Forces :

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And whereas it is desirable that the naval operations of the allied forces so far as they affect neutral ships and commerce should be conducted on similar principles :

And whereas the Governments of France and Russia have informed His Majesty's Government that during the present hostilities it is their intention to act in accordance with the provisions of the Convention known as the Declaration of London, signed on the 26th day of February, 1909, so far as may be practicable ;

Now, therefore, His Majesty, by and with the advice of His Privy Council, is pleased to order, and it is hereby ordered, that during the present hostilities the Convention known as the Declaration of London shall, subject to the following additions and modifications, be adopted and put in force by His Majesty's Government as if the same had been ratified by His Majesty.

The additions and modifications are as follows :

(1) The lists of absolute and conditional contraband contained in the Proclamation dated August 4th, 1914, shall be substituted for the lists contained in Articles 22 and 24 of the said Declaration.

(2) A neutral vessel which succeeded in carrying contraband to the enemy with false papers may be detained for having carried such contraband if she is encountered before she has completed her return voyage.

(3) The destination referred to in Article 33 may be inferred from any sufficient evidence, and (in addition to the presumption laid down in Article 34) shall be presumed to exist if the goods are consigned to or for an agent of the Enemy State or to or for a merchant or other person under the control of the authorities of the Enemy State.

(4) The existence of a blockade shall be presumed to be known :

(a) To all ships which sailed from or touched at an Enemy port a sufficient time after the notification of the blockade to the local authorities to have enabled the Enemy Government to make known the existence of the blockade.

(b) To all ships which sailed from or touched at a British or allied port after the publication of the declaration of blockade.

(5) Notwithstanding the provisions of Article 35 of the said Declaration, conditional contraband, if shown to have the destination referred to in Article 33, is liable to capture to whatever port the vessel is bound and at whatever port the cargo is to be discharged.

(6) The General Report of the Drafting Committee on the said Declaration presented to the Naval Conference and adopted by the Conference at the eleventh plenary meeting on February 25th, 1909, shall be considered by all Prize Courts as an authoritative statement of the meaning and intention of the said Declaration, and such Courts shall construe and interpret the provisions of the said Declaration by the light of the commentary given therein.

And the Lords Commissioners of His Majesty's Treasury, the Lords Commissioners of the Admiralty, and each of His Majesty's Principal Secretaries of State, the President of the Probate, Divorce and Admiralty Division of the High Court of Justice, all other Judges of His Majesty's Prize Courts, and all Governors, Officers and Authorities whom it may concern, are to give the necessary directions herein as to them may respectively appertain.

[For the English text of the Declaration of London together with the General Report of the Drafting Committee referred to above, see Appendix.]

Foreign Office, September 1, 1914.

L.G.

THE Secretary of State for Foreign Affairs has received from His Majesty's Ambassador at Paris the text of a Decree signed by the President of the French Republic on the 25th ultimo, giving effect to the provisions of the Declaration of London, with certain modifications, during the course of the hostilities now in progress.

The tenor of this Decree is substantially the same as that of His Majesty's Order in Council of the 20th ultimo, which was published in the supplementary *London Gazette* of the 22nd *idem*.

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Foreign Office, September 26, 1914.

HIS Majesty's Ambassador at Petrograd has reported to L.G. the Secretary of State for Foreign Affairs that under an Imperial Ukase, dated the 14th instant, the provisions of the Declaration of London will be observed by the Russian Government during the course of the present hostilities, subject to the modifications adopted by the British and French Governments as declared in His Majesty's Order in Council of the 20th ultimo and in the French Decree of the 25th ultimo.

DIPLOMATIC CORRESPONDENCE OF THE UNITED STATES GOVERNMENT RELATING TO THE DECLARATION OF LONDON.

The Secretary of State to Ambassador W. H. Page.⁽¹⁾

(TELEGRAM—PARAPHRASE.)

Department of State,

Washington, August 6, 1914, 1 p.m.

MR. BRYAN instructs Mr. Page to enquire whether the U.S.D.C. British Government is willing to agree that the laws of naval warfare as laid down by the Declaration of London of 1909 shall be applicable to naval warfare during the present conflict in Europe provided that the Governments with whom Great Britain is or may be at war also agree to such application. Mr. Bryan further instructs Mr. Page to state that the Government of the United States believes that an acceptance of these laws by the belligerents would prevent grave misunderstandings which may arise as to the relations between neutral Powers and the belligerents. Mr. Bryan adds that it is earnestly hoped that this enquiry may receive favourable consideration.

⁽¹⁾ Same *mutatis mutandis* to: The American Embassies at St. Petersburg, Paris, Berlin, and Vienna, and the American Legation at Brussels.

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Ambassador Penfield to the Secretary of State.

(TELEGRAM.)

*American Embassy,
Vienna, August 13, 1914, 8 p.m.*

U.S.D.C. YOUR August 6th. Austro-Hungarian Government have instructed their forces to observe stipulations of Declaration of London as applied to naval as well as land warfare during present conflict conditional on like observance on part of the enemy.

PENFIELD.

Chargé Wilson to the Secretary of State.

(TELEGRAM—PARAPHRASE.)

*American Embassy,
St. Petersburg, August 20, 1914, 2 p.m.*

U.S.D.C. MR. WILSON refers to Department's August 19th, 4 p.m., and reports that the Russian Government is still awaiting the decision of the British Government, as Russia will take similar action. Mr. Wilson adds that the Foreign Office does not expect that Great Britain will decide to observe the Declaration of London.

Ambassador Gerard to the Secretary of State.

(TELEGRAM—PARAPHRASE.)

*American Embassy,
Berlin, August 22, 1914, 12 midnight.*

U.S.D.C. MR. GERARD refers to Department's August 19th, 4 p.m., and says his August 20th, 1 a.m., by way of Copenhagen, states that the German Government will apply the Declaration of London, provided its provisions are not disregarded by other belligerents.

Ambassador W. H. Page to the Secretary of State.

*American Embassy,
London, August 27, 1914.*

U.S.D.C. SIR, I HAVE the honour to transmit herewith enclosed a copy of the note from the Foreign Office I telegraphed you on the

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26th instant defining the attitude of the British Government with regard to the so-called Declaration of London, 1909, together with a copy of a memorandum which accompanied the note, and a copy of the King's Order in Council of the 20th instant relating to this matter.

There will also be found attached a copy of a circular note I have just received from the Foreign Office relating to the same Order in Council and to the rules governing the proceedings in the British prize courts. Another copy of the King's Order in Council of the 20th instant, which accompanied the circular note, is enclosed herewith, and there will be found as well, in the pouch which accompanies this despatch, six copies of the Prize Court Rules.

I have, &c.,

WALTER HINES PAGE.

(ENCLOSURE I.)

*The Minister for Foreign Affairs to Ambassador W. H. Page.
Foreign Office,
London, August 22, 1914.*

YOUR EXCELLENCY,

ON the 7th instant you were so good as to address to me a note enquiring, pursuant to instructions from the Secretary of State at Washington, whether His Majesty's Government were willing to agree that the laws of naval warfare, as laid down by the Declaration of London, 1909, should be applicable to naval warfare during the present European conflict, provided that the Governments with whom Great Britain is at war, or with whom her relations are not normal, also agree to such application.

Your Excellency added that it was the belief of your Government that the acceptance of these laws by the belligerents would prevent the possibility of grave misunderstandings as to the relations between belligerents and neutrals.

I have the honour to inform Your Excellency that His Majesty's Government, who attach great importance to the views expressed in Your Excellency's note and are animated by a keen desire to consult so far as possible the interests of neutral countries, have given this matter their most careful consideration and have pleasure in stating that they have

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decided to adopt generally the rules of the Declaration in question, subject to certain modifications and additions which they judge indispensable to the efficient conduct of their naval operations. A detailed explanation of these additions and modifications is contained in the enclosed memorandum.

The necessary steps to carry the above decision into effect have now been taken by the issue of an Order in Council, of which I have the honour to enclose copies herein for Your Excellency's information and for transmission to your Government.

I may add that His Majesty's Government, in deciding to adhere to the rules of the Declaration of London, subject only to the aforesaid modifications and additions, have not waited to learn the intentions of the enemy Governments, but have been actuated by a desire to terminate at the earliest moment the condition of uncertainty which has been prejudicing the interests of neutral trade.

I have, &c.,

E. A. CROWE.

(ENCLOSURE 2.)

MEMORANDUM.

1. The lists of contraband already published by His Majesty are substituted for those contained in Articles 22 and 24 of the Declaration of London. Lists similar to those published by His Majesty have been issued by the French Government.

2. His Majesty's Government do not feel able to accept in its entirety the rule laid down in Article 38 of the Declaration. It has been the practice of the British Navy to treat as liable to capture a vessel which carried contraband of war with false papers if she was encountered on the return voyage, and to this exception His Majesty's Government feel it necessary to adhere.

3. The peculiar conditions in the present war due to the fact that neutral ports such as Rotterdam are the chief means of access to a large part of Germany and that exceptional measures have been taken in the enemy country for

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the control by the Government of the entire supply of food-stuffs have convinced His Majesty's Government that modifications are required in the applications of Articles 34 and 35 of the Declaration. These modifications are contained in paragraphs 3 and 5 of the accompanying Order in Council.

4. Article 15 of the Declaration contains a provision as to presumptive knowledge of the blockade in certain cases if the vessel has sailed from a neutral port. No mention is made of British or allied enemy ports. These omissions are supplied by Article 4 of the Order in Council.

5. The Order in Council also provides for the acceptance of the very valuable commentary on the Declaration which was embodied in the General Report prepared by Monsieur Renault.

(ENCLOSURE 3.)

ORDER IN COUNCIL.

(See p. 92.)

Chargé Wilson to the Secretary of State.

(TELEGRAM.)

American Embassy,

St. Petersburg, August 27, 1914.

RUSSIAN Government accepts Declaration of London U.S.D.C. with exact modifications adopted by England and France.

WILSON.

Ambassador Herrick to the Secretary of State.

(TELEGRAM.)

American Embassy,

Paris, September 3, 1914.

THE French Government will observe the provisions of U.S.D.C. the Declaration of London with following reservation: Article 1. The Declaration signed in London on February 26th, 1909, concerning the legislation of naval war shall be applied during the war subject to the following additions and modifications:—

“ One.—The lists of absolute and conditional contraband notified by publication in the *Journal Officiel* of August 11th, 1914, are substituted for those contained in Articles 22 and 24 of the Declaration. Notices published in the *Journal Officiel* shall eventually make known any new additions or modifications to said lists.

“ Two.—Any neutral ship which may have succeeded in carrying contraband to the enemy by means of false papers may be seized under this accusation if met with before completing its return journey.

“ Three.—The purpose within the meaning of Article 33 of the Declaration may be inferred from any sufficient proof, and (besides the assumption contained in Article 34) shall be considered as existing if the merchandise is consigned to or in the name of an agent of the enemy or to or in the name of any dealer or of any other person acting under the control of the authorities of the enemy.

“ Four.—The existence of a blockade shall be deemed known (a) for all ships starting from or touching at an enemy's port within a sufficient delay after notification of blockade to the local authorities to have allowed the enemy's Government to make known the existence of the blockade ; (b) for all ships which may have left or touched at a French or ally's port after publication of declaration of blockade.

“ Five.—Notwithstanding the provisions of article 35 of the Declaration the conditional contraband, if it is proved that its destination comes within the meaning of Article 33, is liable to capture, whatever may be the port of destination of the ship and the port where the cargo is to be unloaded.”

Only change made in *Journal Officiel* of August 11th, 1914, is transfer of balloons, flying machines, &c., from conditional contraband list to absolute contraband list. Article 22 still, then, contains 12 sub-divisions, 12 referring to balloons and flying machines, and Article 24, 13 sub-divisions, sub-division 8 being eliminated and becoming sub-division 12 of absolute contraband.

HERRICK.

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The Acting Secretary of State to Ambassador W. H. Page.

(TELEGRAM.)

Department of State,

Washington, October 22, 1914, 4 p.m.

YOUR No. 864, October 19th, Declaration of London. *U.S.D.C.*
 Inasmuch as the British Government consider that the conditions of the present European conflict make it impossible for them to accept without modification the Declaration of London, you are requested to inform His Majesty's Government that in the circumstances the Government of the United States feels obliged to withdraw its suggestion that the Declaration of London be adopted as a temporary code of naval warfare to be observed by belligerents and neutrals during the present war; that therefore this Government will insist that the rights and duties of the United States and its citizens in the present war be defined by the existing rules of International Law and the treaties of the United States irrespective of the provisions of the Declaration of London; and that this Government reserves to itself the right to enter a protest or demand in each case in which those rights and duties so defined are violated or their free exercise interfered with by the authorities of His Britannic Majesty's Government.

LANSING.

The Acting Secretary of State to Ambassador Gerard.⁽¹⁾

(TELEGRAM—PARAPHRASE.)

Department of State,

Washington, October 24, 1914, 5 p.m.

REFERRING to Department's August 6th, 1 p.m., *U.S.D.C.* and Embassy's October 22nd, relative to the Declaration of London, Mr. Lansing instructs Mr. Gerard to inform the German Government that the suggestion of the Department to belligerents as to the adoption of Declaration for sake of uniformity as to a temporary code of naval warfare during

⁽¹⁾ Same to the Embassies at St. Petersburg, Vienna and Paris, and the Legation at Brussels.

the present conflict has been withdrawn because some of the belligerents are unwilling to accept the Declaration without modifications and that this Government will therefore insist that the rights and duties of the Government and citizens of the United States in the present war be defined by existing rules of International Law and the treaties of the United States without regard to the provisions of the declaration and that the Government of the United States reserves to itself the right to enter a protest or demand in every case in which the rights and duties so defined are violated or their free exercise interfered with by the authorities of the belligerent Governments.

GERMANY DECLARES THE BALTIC FREE.

Berlin, August 20.

K.V. FREQUENT reconnaissances of our warships in the Baltic as far as the Gulf of Finland have afforded proof that no enemy vessels are to be seen. There is therefore no danger to neutral vessels navigating the Baltic to the southward of the Gulf of Finland.

PRIZE COURTS ESTABLISHED AS AGAINST AUSTRIA-HUNGARY.

At the Court at *Buckingham Palace*,

The 20th day of August, 1914.

PRESENT,

The KING'S Most Excellent Majesty in Council.

L.G. WHEREAS on the fourth day of August, one thousand nine hundred and fourteen, a state of war came into existence between this country and the German Empire.

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And whereas by His Majesty's Order in Council of the fifth day of August, one thousand nine hundred and fourteen, the issue of a Commission was ordered authorising the Commissioners for executing the Office of Lord High Admiral to require His Majesty's High Court of Justice to take cognisance of prize matters arising out of the said war.

And whereas a state of war now also exists between this country and the Dual Monarchy of Austria-Hungary, so that His Majesty's fleets and ships may lawfully seize all ships, vessels, and goods belonging to the said Dual Monarchy, or the citizens and subjects thereof, or other persons inhabiting within any of the countries, territories, or dominions of the said Dual Monarchy, and bring the same to judgment in such Courts of Admiralty within His Majesty's Dominions, Possessions, or Colonies as shall be duly commissioned to take cognisance thereof.

His Majesty is therefore pleased, by and with the advice of His Privy Council, to order, and it is hereby ordered, that a Commission in the form of the draft annexed hereto shall issue under the Great Seal of the United Kingdom authorising the said Commissioners for executing the Office of Lord High Admiral to will and require His Majesty's High Court of Justice and the Judges thereof to take cognisance of and judicially proceed upon all and all manner of captures, seizures, prizes; and reprisals of all ships, vessels, and goods that are or shall be taken, and to hear and determine the same; and according to the course of Admiralty and the Law of Nations, and the Statutes, Rules, and Regulations for the time being in force in that behalf, to adjudge and condemn all such ships, vessels, and goods as shall belong to the Dual Monarchy of Austria-Hungary, or the citizens or subjects thereof, or to any other persons inhabiting within any of the countries, territories, or dominions of the said Dual Monarchy as well as the ships, vessels, and goods belonging to the German Empire or to the citizens or subjects thereof or to any other persons inhabiting within any of the countries, territories, or dominions of the said German Empire.

GEORGE THE FIFTH, by the grace of God of the United Kingdom of Great Britain and Ireland and of the British Dominions beyond the Seas, King, Defender of the Faith, Emperor of India, to Our right trusty and well-

beloved Right Honourable Winston Leonard Spencer-Churchill, M.P., Admiral H.S.H. Prince Louis Alexander of Battenberg, G.C.B., G.C.V.O., K.C.M.G., A.D.C., Vice-Admiral Sir Frederick Tower Hamilton, K.C.B., C.V.O., Rear-Admiral Archibald Gordon Henry Wilson Moore, C.V.O., C.B., Captain Cecil Foley Lambert, R.N., the Right Honourable George Lambert, M.P., and the Right Honourable Sir Francis John Stephens Hopwood, G.C.M.G., K.C.B., Our Commissioners for executing the Office of Lord High Admiral of Our United Kingdom of Great Britain and Ireland and the Dominions thereunto belonging, and to Our Commissioners for executing that Office for the time being, Greeting :

Whereas on the fourth day of August, one thousand nine hundred and fourteen, a state of war came into existence between this country and the German Empire.

And whereas by Our Commission under the Great Seal of the United Kingdom, dated the sixth day of August, one thousand nine hundred and fourteen, We did authorise and enjoin you, Our said Commissioners, to require Our High Court of Justice to take cognisance of prize matters arising out of the said war.

And whereas a state of war now also exists between this country and the Dual Monarchy of Austria-Hungary, so that Our fleets and ships may lawfully seize all ships, vessels, and goods belonging to the said Dual Monarchy or the citizens and subjects thereof, or other persons inhabiting within any of the countries, territories, or dominions of the said Dual Monarchy and bring the same to judgment in such Courts of Admiralty within Our Dominions, Possessions, or Colonies as shall be duly commissioned to take cognisance thereof.

These are therefore to authorise, and We do hereby authorise and enjoin you, Our said Commissioners, now and for the time being, or any two or more of you, in addition to and in extension of the Warrant already given by you under Our said Commission of the sixth day of August, one thousand nine hundred and fourteen, to will and require Our High Court of Justice and the Judges thereof, and the said High Court and the Judges thereof are hereby authorised and required to take cognisance of and judicially to proceed upon

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all and all manner of captures, seizures, prizes, and reprisals of all ships, vessels, and goods already seized and taken, and which hereafter shall be seized and taken, and to hear and determine the same, and according to the course of Admiralty and the Law of Nations, and the Statutes, Rules and Regulations for the time being in force in that behalf, to adjudge and condemn all such ships, vessels, and goods as shall belong to the Dual Monarchy of Austria-Hungary or to the citizens or subjects thereof or to any other persons inhabiting within any of the countries, territories or dominions of the said Dual Monarchy, as well as the ships, vessels, and goods belonging to the German Empire or to the citizens or subjects thereof or to any other persons inhabiting within any of the countries, territories, or dominions of the said German Empire.

In witness whereof, We have caused the Great Seal of the United Kingdom to be put and affixed to these presents.

Given at Our Court at *Buckingham Palace*, this Twentieth day of August, in the year of our Lord one thousand nine hundred and fourteen, and in the Fifth year of Our Reign.

WARNING TO NEUTRALS.

Admiralty, August 22.

THE Admiralty wishes to draw attention to their previous warnings to neutrals of the dangers of traversing the North Sea.

The Germans are continuing their practice of scattering mines indiscriminately upon the ordinary trade routes. These mines do not conform to the conditions of The Hague Convention. They do not become harmless after a certain number of hours, they are not laid in connection with any definite military scheme, such as the closing of a military port, or as a distinct operation against an invading fleet, but appear to be scattered on the chance of touching individual British war or merchant vessels. In consequence of this policy neutral ships, no matter what their destination, are exposed to the greatest danger.

Two Danish vessels—the steamship *Maryland* and the steamship *Broberg*—have within the last twenty-four hours been destroyed by these deadly engines in the North Sea

while travelling on the ordinary trade route at a considerable distance from the British coast.

In addition to this it is reported that two Dutch steamers clearing from Swedish ports were yesterday blown up by German mines in the Gulf of Finland.

In these circumstances the Admiralty desire to impress not only on British but on neutral shipping the vital importance of touching at British ports before entering the North Sea, in order to ascertain, according to the latest information, the routes and channels which the Admiralty are keeping swept and along which these dangers to neutrals and merchantmen are reduced as far as possible.

The Admiralty, while reserving to themselves the utmost liberty of retaliatory action against this new form of warfare, announce that they have not so far laid any mines during the present war and that they are endeavouring to keep the sea routes open for peaceful commerce.

ROYAL NAVY (REMITTANCES HOME).

House of Commons, August 25.

Hansard.

LORD CHARLES BERESFORD: I beg to ask the First Lord of the Admiralty a question, of which I have given him private notice, namely: Whether he is aware that owing to the fact that the men in the Fleet were ordered off hurriedly they had no time to sign their remittance papers, a large number of those dependent upon them are at present without money; and whether he is aware that a large number of remittances have been sent from the men in the Fleet and are now lying at the Admiralty and Post Office, and owing to the fact that men have unintentionally disclosed what ships they belong to and where those ships are situated, it is impossible to send out the remittances until such letters are censored; and whether he can in the first case make some temporary allowances to those relatives who have no remittance papers, and, in the second case, add to the Censor's staff, so as to expedite the receipt of money sent home by the men by remittance?

THE PARLIAMENTARY SECRETARY TO THE BOARD OF ADMIRALTY (DR. MACNAMARA): No doubt in the rapid mobilisation of large numbers of men there is bound to be

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some dislocation in the routine ordinarily followed in peace time. So far as the men on the active service list before mobilisation are concerned, the money relations between themselves and their wives continue very much the same as before the outbreak of hostilities; very large numbers had already declared allotments, and these will be continued without intermission. Many who before the outbreak of hostilities were sending remittances no doubt find that method of assisting their wives and families more difficult, especially where they followed the practice of sending the remittance in a personal letter as against the system of making a remittance through official channels. Every endeavour has been made to meet the immediate case, particularly of the wife of the Reservist, and I will send the Noble Lord a statement of the steps taken. As the Noble Lord is aware, every Reservist on mobilisation is entitled to a month's pay. On August 6th we decided that in cases in which men on mobilisation had not received that advance, the first payment of any allotment declared should be made at once, and the second at the end of the present month. The number of these immediate payments up to yesterday was 5,600. Further, on August 10th we authorised the registrars of the Royal Naval Reserve—of whom there are 160 in various parts of the country—to advance to wives of men of the Royal Naval Reserve in urgent cases a sum not exceeding 10s. a week for three weeks from the date of the men being called up. On August 21st we issued general orders to Commanders-in-Chief directing that the system of regular allotments should be encouraged in preference to the system of remittances. And throughout we have kept in the closest touch with the Soldiers' and Sailors' Families Association.

CASUALTIES IN H.M.S. "KENNET" OFF
KIAO-CHAU.

The Commander-in-Chief, China, reports (undated) that *Times*, on Saturday afternoon the destroyer *Kennet*, whilst chasing Aug. 25, a German destroyer, S 90, approached too close to the battery 1914. at Tsing-tau and sustained casualties. The *Kennet* was not materially damaged.

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DOCUMENTARY HISTORY—NAVAL
ARMY AND NAVY RESERVISTS (SEPARATION
ALLOWANCES).

House of Commons, August 26.

Hansard.

MR. FALLE: I beg to ask the Parliamentary Secretary to the Admiralty if he is aware that in the case of the wives and families of Army Reservists a separation allowance is given, and if he can state if a separation allowance is or will be granted in the case of the wives and families of Naval Reservists, and if it be possible to grant similar allowances to the wives and families of all naval ratings?

THE PARLIAMENTARY SECRETARY TO THE ADMIRALTY (DR. MACNAMARA): I fully appreciate and sympathise with the spirit which has inspired this question. But I must point out that the conditions of service in the Army and the Navy are dissimilar, and a comparison of the benefits received cannot properly be made in respect of one item alone. In the Navy there is considerable opportunity for earning non-substantive pay—in point of fact, roughly one out of every two of the seamen is in receipt of such daily extra pay, varying from 2d. to 1s. 7d. a day. I must point out, further, that in the Navy the proportion of higher ratings to the number of men engaged is considerably larger than in the Army.

Whilst there is no provision for legal deductions from the pay of the sailor for the maintenance of his wife and family, it is the fact that the very great majority of the men make regular monthly allotments. Before war was declared the number of allotments paid monthly to wives or other dependent relatives was 73,000. Since mobilisation, about 40,000 new allotments have been declared, largely by Reservists, and at the close of the month we shall send out something approaching 120,000 allotments. Further, a great many of the sailors favour the policy of forwarding remittances during the month, and remittances are now being sent out from the Admiralty—apart from those sent direct by the men by postal orders—at the rate of something like 500 a day, as compared with the usual rate of 200 a day. The information available up to the present shows that, in the very great majority of the cases, the wives of the seamen either are or will immediately be receiving assistance from their husbands.

DOCUMENTARY HISTORY—NAVAL MERCANTILE MARINE (RISKS OF OFFICERS).

House of Commons, August 27.

MR. PETO asked the President of the Board of Trade *Hansard.* whether, in view of the steps which the Government have taken to indemnify shipowners against loss owing to war risks and enable them to keep their ships at sea during the war, he can and will take steps to secure to the masters, officers, and engineers of the merchant service some increased remuneration commensurate with the personal risk involved in war time, and some provision for the wives and families of those officers who may lose their lives owing to casualties due to the state of war?

MR. RUNCIMAN: The Government scheme with regard to war risks is one of insurance—not indemnity. A scheme is being prepared to secure the payment of a prescribed allowance to the dependants of officers and crews of captured British vessels. Particulars of this scheme will, I hope, be made known very shortly.

NAVAL SEPARATION ALLOWANCES AND REMITTANCES.

House of Commons, August 27.

SIR C. KINLOCH-COOKE asked the First Lord of the Admiralty (1) whether he is aware that in several cases where Naval Reserve men have been called up but have not yet gone afloat their wives are not receiving any separation allowances; and will he cause enquiry to be made into the matter; and (2) whether he is aware that many wives of men serving in His Majesty's Navy have been in the habit of receiving remittances by post from their husbands when at sea; that in several cases of men now serving on ships engaged on active service their wives have not received the usual remittances; and will he take steps to inform all naval men on active service how money can be remitted and when the money will be paid?

DR. MACNAMARA (PARLIAMENTARY SECRETARY TO THE ADMIRALTY): Every Reservist on mobilisation is entitled to a month's pay in advance. Those who have not yet gone afloat should have experienced no difficulty in transmitting

remittances to their wives, for which every facility is offered. In point of fact, as I stated yesterday, remittances are being sent out from the Admiralty—apart from those sent direct by the men to their wives by postal orders—at the rate of something like 500 a day, as compared with the usual rate of 200 a day. As regards allotments, I have already stated that since mobilisation about 40,000 new allotments have been declared, largely by Reservists; and on Saturday next we shall send out from our office something like 120,000 monthly allotments. I recognise that under war conditions those men who favour the remittance plan may, when afloat, not invariably find the plan so easy to follow as under peace conditions, but we issued on August 21st general orders to Commanders-in-Chief, &c., directing that the system of regular allotments should be encouraged in preference to the system of remittances.

SIR C. KINLOCH-COOKE: Have those orders been issued to the men of the Fleet?

DR. MACNAMARA: They were issued on the 21st instant to the Commanders-in-Chief, who were asked to call the attention of the men to the desirability of allotments as against the remittance system.

SIR C. KINLOCH-COOKE asked the First Lord of the Admiralty what arrangements have been made concerning payments to the wives and dependants of men recently employed in the Royal dockyards but since called up for service; whether those payments will be on the scale of the men's former wages; and, if not, and it is intended to pay the equivalent, will he say how and when the money will be paid?

DR. MACNAMARA: As I said in reply to the hon. Gentleman yesterday, all regular dockyard employes will receive, when called up, the difference between their civil pay and their naval pay, if Naval Reservists, or the difference between their civil pay and their military pay, plus separation allowances, where payable, if Army Reservists. Departments are empowered to pay this civil pay, so reduced, to any person designated by the Reservist to receive the amount on his behalf. Further, so far as we are concerned, steps have been taken to enable the cashiers during the first month to

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4] make the payment in necessitous cases direct to the wife or other dependent relative of a Reservist who has failed to designate his nominee before leaving, subject to the production of the necessary evidence.

NAVAL RESERVISTS' ADVANCES.

House of Commons, August 27.

MAJOR M'CALMONT asked the First Lord of the Admiralty whether he will publish a list of those registrars who are in a position to issue advances to the wives of those Naval Reservists whose remittances are not received? *Hansard.*

DR. MACNAMARA: The arrangement indicated was a purely temporary one for meeting really urgent cases, and was only intended to assist the wives to tide over the period between the date of mobilisation and the end of the present month, when the first instalment of allotments declared becomes payable. It is hoped that it will be found that the number of cases in which men of the Royal Naval Reserve have not made provision for their wives, either by means of a regular allotment of a part of their pay or by direct remittance, are very few.

ROYAL NAVY (SEPARATION ALLOWANCES).

House of Commons, August 27.

MR. FALLE: I beg to ask the Parliamentary Secretary to the Admiralty if, if he cannot grant separation allowance to the wives and families of all Royal Navy ratings and Reservists, he can grant that allowance to the wives and families of all Royal Navy and Reservist A.B.'s and stokers? *Hansard.*

DR. MACNAMARA: As I said yesterday, I fully appreciate and sympathise with the spirit which has inspired the hon. Gentleman's questions upon this point, but I am afraid I cannot add anything to the general answer I gave the hon. Gentleman yesterday as to the payment of separation allowances to the seamen's wives, except to say that his present suggestion to grant the payments to the wives of certain ratings only is one in which I cannot concur.

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DOCUMENTARY HISTORY—NAVAL
MARINES LANDED AT OSTEND AND GERMAN
AUXILIARY CRUISER SUNK BY H.M.S. "HIGH-
FLYER."

House of Commons, August 27.

Hansard.

THE FIRST LORD OF THE ADMIRALTY (MR. CHURCHILL): I ought to tell the House that for reasons which seem sufficient to the Government and to the military authorities a strong force of British Marines has been sent to Ostend, and has occupied the town and surrounding district without delay. Here is another matter: The Admiralty have just received intelligence that the German armoured merchant cruiser *Kaiser Wilhelm der Grosse*, of 14,000 tons and armed, according to our information, with ten guns of approximately 4-in. calibre, has been sunk by His Majesty's Ship *Highflyer* off the Ouro River on the West African coast. This is the vessel which has been endeavouring to arrest traffic between this country and the Cape, and is one of the very few German armed auxiliary cruisers which have succeeded in getting to sea. The survivors were landed before the vessel sunk. The *Highflyer's* casualties were: One man killed and five slightly wounded, and the names have been given to the Press Bureau.

August 27.

P.B.

The following message has been sent to the cruiser *Highflyer*:

Admiralty to *Highflyer*:

"Bravo! You have rendered a service not only to Britain but to the peaceful commerce of the world. The German officers and crew appear to have carried out their duties with humanity and restraint, and are therefore worthy of all seamanlike consideration."

The casualties sustained on board the British cruiser *Highflyer* when the *Kaiser Wilhelm der Grosse* was sunk, as announced in the House of Commons yesterday afternoon by the First Lord of the Admiralty, were: Killed: Richard Lobb, Leading Carpenter's crew. Wounded: Five men, slightly.

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Berlin, August 31.

From a communication from Las Palmas it appears that *K.V.* the auxiliary cruiser *Kaiser Wilhelm der Grosse* of the N.D.L. has been sunk by the English cruiser *Highflyer* as she lay at anchor in the neutral waters of the Spanish colony of Rio del Oro. A protest must be made against this repeated violation of the neutrality provisions of International Law. Great Britain shows by her breach of the well-known inviolability of neutral waters recognised theoretically and practically by all nations that she does not hesitate to brush aside the sovereign rights of neutral States.

From a telegraphic despatch of the officer commanding *K.V.*, the auxiliary cruiser *Kaiser Wilhelm der Grosse* which was Sept. 2. sunk after an action off the Rio del Oro it would appear that the whole of the complement was rescued.

GERMAN CRUISER BLOWN UP.

The small cruiser *Magdeburg* ran ashore in a fog off the *K.V.*, island of Odensholm in the Gulf of Finland. Aug. 27.

Owing to the thick weather the other German warships in the vicinity were unable to render assistance, and all efforts to refloat the vessel having failed, she was blown up, as a superior Russian naval force was preparing to attack. Thus she found an honourable end. Under fire of the enemy, the majority of the cruiser's crew was saved by torpedo-boat V 26. The list of casualties is not complete; but so far as is known seventeen men were killed and twenty-one wounded. Eighty-five are missing, including the captain. The survivors reached a German harbour to-day.

PRIZE COURTS AND PRIZES.

House of Commons, August 27.

DR. MACNAMARA (PARLIAMENTARY SECRETARY TO *Hansard*. THE ADMIRALTY): It is proposed to issue from time to time a list of vessels brought in as prizes to the ports of the

British Empire. The officers and crew, if of enemy nationality, become prisoners of war unless, in the case of those not belonging to or intended for the enemy's naval or military service, they sign an undertaking that, while hostilities last, they will not engage in any service connected with the operations of war. If they are of neutral nationality the officers are detained under the same conditions as those of enemy nationality; the men are released. It is not proposed to exchange merchant vessels detained as prizes.

NEW REGULATIONS AS TO PRIZE MONEY.

At the Court at *Buckingham Palace*,

August 28, 1914.

PRESENT,

The KING'S Most Excellent Majesty in Council.

L.G.

WHEREAS there was this day read at the Board a Memorial from the Right Honourable the Lords Commissioners of the Admiralty, dated the 26th day of August, 1914, in the words following, viz.:

“Whereas Her late Majesty Queen Victoria was graciously pleased by Her Royal Proclamation of the 17th day of September, 1900, to regulate, according to the Scheme set forth therein or recognised thereby, the distribution of the net proceeds of Prizes captured from the enemy, of captures and seizures under the several Acts of Parliament passed relating to the Revenues of Customs, and to Trade and Navigation, for the abolition of the Slave Trade, for the capture and destruction of Pirates and Piratical Vessels, and of the rewards conferred for the same, as also, of the awards for all salvage granted to the crews of Your Majesty's Ships and Vessels of War, when not otherwise specially apportioned by the terms of the respective awards and allowances.

“And Whereas we are of opinion that the conditions governing the distribution of the proceeds of Prizes captured from the enemy when such proceeds are granted by Your

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Majesty to the Officers and Men of Your Majesty's Fleet, require modification to bring them into accord with modern conditions.

"And Whereas it is intended that in lieu of the system of distribution of Prize Money described in the above-mentioned Proclamation there should be substituted, under regulations and conditions to be hereafter announced, a system of Prize Bounties or Gratuities for more general distribution to the Officers and Men of Your Majesty's Naval Forces.

"We humbly beg leave to recommend that Your Majesty will be graciously pleased, by Your Order in Council, to cancel so much of the above-mentioned Proclamation as relates to the distribution of the net proceeds of Prizes captured from the enemy."

His Majesty, having taken the said Memorial into consideration, was pleased, by and with the advice of His Privy Council, to approve of what is therein proposed. And the Right Honourable the Lords Commissioners of the Admiralty are to give the necessary directions herein accordingly.

Parliament was informed earlier in the year that His *P.B.*, Majesty's Government had decided that prize money in *Aug. 29.* respect of captures should not be granted. An Order in Council has been passed cancelling the previous Proclamation of September 17th, 1900, in respect of captures from the enemy. In lieu of prize money a system of bounties will be established. The exact form that the bounties will take and the manner in which they will be distributed are under consideration, but the intention is that prizes captured during the war should cease to be the perquisite of a limited number of fortunate crews, and that the proceeds of the sales of vessels and cargoes should form a fund out of which the distribution will be made on a basis to be subsequently determined and announced by Proclamation. No alteration will be made in regard to the grant of prize bounties for the capture or destruction of enemy warships as provided for in the Naval Prize Act, 1864, provision for which will be made by Proclamation.

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FIRST MENTION OF GRAND FLEET.

[Au

ADMIRAL SIR JOHN JELlicoe TO FIELD-MARSHAL SIR JOHN
FRENCH.

(Telegraphic.)

Press Bureau.

Times,
Aug. 28,
1914.

Officers and men of the Grand Fleet wish to express to their comrades of the Army admiration of magnificent stand made against great odds, and wish them the brilliant success which the Fleet feels awaits their further efforts.

BLOCKADE OF KIAO-CHAU.

Foreign Office, August 29, 1914.

L.G.

The Secretary of State for Foreign Affairs has received from His Excellency the Japanese Ambassador the text of a Declaration issued on the 27th instant by the Imperial Japanese Naval Authorities, announcing the establishment on that date of a blockade of the whole of the littoral of the leased territory of Kiao-chau.

The coastline affected extends from a point $120^{\circ} 10'$ East, and $35^{\circ} 54'$ North, to a point $120^{\circ} 36'$ East and $36^{\circ} 7'$ North.

A period of twenty-four hours was allowed within which vessels of allied or neutral States might leave the blockaded area.

[The following is the text, courteously supplied by the Japanese Embassy, of the Declaration above referred to:—

The undersigned hereby declares that on this twenty-seventh day of August of the third year of Taisho (1914), the blockade of the whole coast-line between the point of one hundred and twentieth degree and tenth minute ($120^{\circ} 10'$) east longitude and thirty-fifth degree and fifty-fourth minute ($35^{\circ} 54'$) north latitude, and the point of one hundred and twentieth degree and thirty-sixth minute ($120^{\circ} 36'$) east longitude and thirty-sixth degree and seventh minute ($36^{\circ} 7'$) north latitude, *i.e.*, the whole coastline of the leased territory of Kiao-chau, is established, and will be maintained with the naval force under his command, and that a grace of twenty-four hours will be given to all vessels of the allied and neutral States to leave the blockaded area. Those vessels which attempt to break the blockade will be dealt with in accordance with International Law and the treaties between Japan and neutral States.

August 27th of the Third Year of Taisho (1914). On board H.I.J.M.
Ship *Suo*.

VICE-ADMIRAL SADAKICHI KATO,
Commander-in-Chief of the Second Squadron.]

4] DOCUMENTARY HISTORY—NAVAL
ACTION IN HELIGOLAND BIGHT.

Early this morning a concerted action of some consequence *P.B.*, was attempted against the Germans in the Heligoland Bight. Aug. 28.

Strong forces of destroyers, supported by light cruisers and battle cruisers, and working in conjunction with submarines, intercepted and attacked the German destroyers and cruisers guarding the approaches to the German coast.

According to the information that has reached the Admiralty so far, the operation has been fortunate and fruitful.

The British destroyers have been heavily engaged with the enemy's destroyers. All British destroyers are reported afloat and returning in good order. Two German destroyers were sunk and many damaged. The enemy's cruisers were engaged by our cruisers and battle cruisers.

The First Light Cruiser Squadron sank the *Mainz*, receiving only slight damage.

The First Battle Cruiser Squadron sank one cruiser, *Köln* class, and another cruiser disappeared in the mist, heavily on fire and in a sinking condition. All the German cruisers engaged were thus disposed of.

The Battle Cruiser Squadron, though attacked by submarines and floating mines, successfully evaded them and is undamaged. The Light Cruiser Squadron suffered no casualties. The flotilla cruiser *Amethyst* and destroyer *Laertes* are damaged; no other vessels seriously injured.

British loss of life reported not heavy. The Commanding Officers concerned in this skilfully-handled operation were Rear-Admirals Beatty, Moore and Christian, and Commodores Keyes, Tyrwhitt, and Goodenough.

H.M.S. *Liverpool* reports that she is returning with nine German officers and eighty-one men prisoners, many of them wounded. There is reason to hope this is not a complete list of German survivors from the sunken ships, but that other lives have been saved.

Berlin, August 29.

In the course of the forenoon yesterday several English *K.V.* small modern cruisers and two English destroyer flotillas (about forty destroyers) entered the Bight of Heligoland in weather of variable clearness. Obstinate single engagements

took place between them and our light vessels. The German small cruisers pressed eagerly towards the West, and in consequence of restriction of the field of view came in contact with several strong armoured cruisers. S.M.S. *Ariadne* sank after a glorious fight. She was bombarded at close range by the heavy artillery of two battle cruisers of the *Lion* class. The greater part of the crew (about 250 in number) were saved ; also torpedo boat V 187 sank, firing to the last, under the heavy fire of a small cruiser and ten destroyers. The Chief of the flotilla and the Commander fell. A considerable portion of the crew were saved. The small cruisers *Köln* and *Mainz* were missing. From to-day's Reuter despatch from London it appears that they also were sunk in an action with superior forces. A portion of their crew (nine officers and eighty-one men ?) appear to have been saved by the English ships. From a similar English source we learn that the English ships also suffered heavy damages.

August 30.

P.B.

In the action of the 28th instant off Heligoland the light-armoured cruiser *Arethusa*, and not the *Amethyst*, as previously stated, played the principal part. This vessel, which is the first of the twenty built under the present Board of Admiralty, carried the broad pennant of Commodore Tyrwhitt, commanding the Flotillas of the First Fleet. The principle of the operation was a scooping movement by a strong force of destroyers, headed by the *Arethusa*, to cut the German light craft from home and engage them at leisure in the open sea. The *Arethusa*, leading the line of destroyers, was first attacked by two German cruisers, and was sharply engaged for thirty-five minutes at a range of about 3,000 yards, with the result that she sustained some damage and casualties, but drove off the two German cruisers, one of which she seriously injured with her 6-in. guns.

Later in the morning she engaged at intervals two other German vessels, who were encountered in the confused fighting which followed, and in company with the *Fearless* and the Light Cruiser Squadron contributed to the sinking of the cruiser *Mainz*. In these encounters the *Arethusa's* speed was reduced to 10 knots and many of her guns were disabled, and at one o'clock she was about to be attacked by two other

cruisers of the German Town Class when the Battle Cruiser Squadron most opportunely arrived and pursued and sank these new antagonists.

The armoured protection, speed, and fighting qualities of the *Arethusa* class have now been vindicated, and this is satisfactory in view of the fact that a large number of these valuable and unique vessels will join the Fleet in the next few months. It must be remembered that the *Arethusa* had only been commissioned a few days before as an emergency ship, and that the officers and crew were new to each other and to her. In these circumstances the series of actions which they fought during the morning is extremely creditable, and adds another page to the annals of a famous ship.

Although only two of the enemy's destroyers were actually observed to sink, most of the eighteen or twenty boats rounded up and attacked were well punished, and only saved themselves by scattered flight. The superior gun power and strength of the British destroyers ship for ship was conclusively demonstrated. The destroyers themselves did not hesitate to engage the enemy's cruisers, both with guns and torpedoes, with hardihood, and two of them, the *Laurel* and *Liberty*, got knocked about in the process.

Intercepted German signals and other information from German sources confirms the report of Rear-Admiral Beatty as to the sinking of the third German cruiser, which now appears to have been the *Ariadne*.

The British destroyers exposed themselves to considerable risk in endeavouring to save as many as possible of the drowning German sailors. The British officers present vouch for the fact that German officers were observed firing at their own men in the water with pistols, and that several were shot before their eyes under these peculiar circumstances. The destroyer *Defender* was actually picking up wounded with her boats when she was driven off by the approach of another German cruiser, and had to leave two of her boats, containing one officer and nine men, behind. It was feared that these had been made prisoners, but happily Submarine E 4 arrived and brought the British party home. As it was not possible to accommodate the thirty Germans in the submarine they were allowed to return to Germany in the boat under the charge of an ober-leutenant who was unwounded.

The complements of the five German vessels known to have been sunk aggregated about 1,200 officers and men, all of whom, with the exception of these thirty and about 300 wounded and unwounded prisoners, perished. Besides this there is the loss, which must have been severe, on board the German torpedo boats and other cruisers which did not sink during the action. The total British casualties amounted to sixty-nine killed and wounded, among whom must, however, be included killed two officers of exceptional merit—Lieutenant-Commander Nigel K. W. Barttelot and Lieutenant Eric W. P. Westmacott. All the British ships will be fit for service in a week or ten days.

The success of this operation was due, in the first instance, to the information brought to the Admiralty by the submarine officers, who have during the past three weeks showed extraordinary daring and enterprise in penetrating the enemy's waters.

The First Lord has telegraphed to the American Ambassador at Berlin desiring him to inform Grand Admiral von Tirpitz that his son has been saved and is unwounded.

Berlin, August 31.

Times,
Sept. 1.

The following is an official account of the sinking of the torpedo boat V 187 :—During a fog the vessel was unexpectedly attacked on all sides by British torpedo destroyers and submarines. She defended herself with all her might, but the sharp firing at close range reduced her moving capacity. There was no possibility of escaping from the enemy's fire, and the vessel turned on her enemies, either to fight a passage through or to engage them in battle to the end. When she was no longer able to move she was blown up to prevent her from falling into the hands of the enemy and sank quickly. The Chief of the flotilla and Corvette Captain Wallis and Captain Lieutenant Lechler died like heroes. It must be admitted that the British, without stopping to consider their own danger, sent out lifeboats in order to save our men.

Summoned by the thunder of the guns the small cruiser *Ariadne* rushed to the assistance of the outpost fighting forces, and the guns were in the meanwhile silenced. Retreat

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was not in accordance with the fighting spirit of the German Navy, and the *Ariadne* began to pursue the enemy, whose vessels were, however, hidden by the fog. Suddenly new gun-firing was heard, and two English armoured cruisers of the *Lion* class were bombarding a German vessel to whose assistance the *Ariadne* was sailing. A shell struck the boiler-room and put half of the boilers out of action and reduced her speed to sixteen miles. The unequal battle raged for another half-hour, the stern of the ship being at the time ablaze, but the other guns continued to fire. The enemy in the meantime turned towards the west. The brave *Ariadne* was doomed to destruction, and with three "hurrahs" for the Kaiser and the singing of the "song of the colours" and "Deutschland über alles" the ship was abandoned in perfect order and sank shortly afterwards. The chief officer, Captain Franck, the ship's doctor, Ritter Boxberger, the officer of the watch, Helbing, and about seventy members of the crew have fallen, and many have been injured.

NAVAL DESPACHES REPORTING THE ENGAGEMENT OFF HELIGOLAND, ON FRIDAY, AUGUST 28TH, 1914.

Admiralty, October 21, 1914.

The following despatches have been received from Vice-L.G. Admiral (Acting) Sir David Beatty, K.C.B., M.V.O., D.S.O., H.M.S. *Lion*, Rear-Admiral Arthur H. Christian, M.V.O., H.M.S. *Euryalus*, Commodore Reginald Y. Tyrwhitt, Commodore (T), H.M.S. *Arethusa*, and Commodore Roger J. B. Keyes, C.B., M.V.O., Commodore (S), reporting the engagement off Heligoland on Friday, August 28th.

A memorandum by the Director of the Air Department, Admiralty, is annexed.

H.M.S. "Lion," September 1, 1914.

SIR,—I have the honour to report that on Thursday, August 27th, at 5 a.m., I proceeded with the First Battle Cruiser Squadron and First Light Cruiser Squadron in company, to rendezvous with the Rear-Admiral *Invincible*.

At 4 a.m., August 28th, the movements of the Flotillas commenced as previously arranged, the Battle Cruiser

Squadron and Light Cruiser Squadron supporting. The Rear-Admiral *Invincible*, with *New Zealand* and four Destroyers having joined my flag, the Squadron passed through the pre-arranged rendezvous.

At 8.10 a.m. I received a signal from the Commodore (T), informing me that the Flotilla was in action with the enemy. This was presumably in the vicinity of their pre-arranged rendezvous. From this time until 11 a.m. I remained about the vicinity ready to support as necessary, intercepting various signals, which contained no information on which I could act.

At 11 a.m. the Squadron was attacked by three Submarines. The attack was frustrated by rapid manœuvring and the four Destroyers were ordered to attack them. Shortly after 11 a.m., various signals having been received indicating that the Commodore (T) and Commodore (S) were both in need of assistance, I ordered the Light Cruiser Squadron to support the Torpedo Flotillas.

Later I received a signal from the Commodore (T), stating that he was being attacked by a large Cruiser, and a further signal informing me that he was being hard pressed and asking for assistance. The Captain (D), First Flotilla, also signalled that he was in need of help.

From the foregoing the situation appeared to me critical. The Flotillas had advanced only ten miles since 8 a.m., and were only about twenty-five miles from two enemy bases on their flank and rear respectively. Commodore Good-enough had detached two of his Light Cruisers to assist some Destroyers earlier in the day, and these had not yet rejoined. (They rejoined at 2.30 p.m.) As the reports indicated the presence of many enemy ships—one a large Cruiser—I considered that his force might not be strong enough to deal with the situation sufficiently rapidly, so at 11.30 a.m. the Battle Cruisers turned to E.S.E., and worked up to full speed. It was evident that to be of any value the support must be overwhelming and carried out at the highest speed possible.

I had not lost sight of the risk of Submarines, and possible sortie in force from the enemy's base, especially in view of the mist to the South-East.

Our high speed, however, made submarine attack difficult, and the smoothness of the sea made their detection

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comparatively easy. I considered that we were powerful enough to deal with any sortie except by a Battle Squadron, which was unlikely to come out in time, provided our stroke was sufficiently rapid.

At 12.15 p.m. *Fearless* and First Flotilla were sighted retiring West. At the same time the Light Cruiser Squadron was observed to be engaging an enemy ship ahead. They appeared to have her beat.

I then steered N.E. to sounds of firing ahead, and at 12.30 p.m. sighted *Arethusa* and Third Flotilla retiring to the Westward engaging a Cruiser of the *Kolberg* class on our Port Bow. I steered to cut her off from Heligoland, and at 12.37 p.m. opened fire. At 12.42 the enemy turned to N.E., and we chased at 27 knots.

At 12.56 p.m. sighted and engaged a two-funnelled Cruiser ahead. *Lion* fired two salvos at her, which took effect, and she disappeared into the mist, burning furiously and in a sinking condition. In view of the mist and that she was steering at high speed at right angle to *Lion*, who was herself steaming at 28 knots, the *Lion's* firing was very creditable.

Our Destroyers had reported the presence of floating mines to the Eastward and I considered it inadvisable to pursue her. It was also essential that the Squadrons should remain concentrated, and I accordingly ordered a withdrawal. The Battle Cruisers turned North and circled to port to complete the destruction of the vessel first engaged. She was sighted again at 1.25 p.m. steaming S.E. with colours still flying. *Lion* opened fire with two turrets, and at 1.35 p.m., after receiving two salvos, she sank.

The four attached Destroyers were sent to pick up survivors, but I deeply regret that they subsequently reported that they searched the area but found none.

At 1.40 p.m. the Battle Cruisers turned to the Northward, and *Queen Mary* was again attacked by a Submarine. The attack was avoided by the use of the helm. *Lowestoft* was also unsuccessfully attacked. The Battle Cruisers covered the retirement until nightfall. By 6 p.m., the retirement having been well executed and all Destroyers accounted for, I altered course, spread the Light Cruisers, and swept Northwards in accordance with the Commander-in-Chief's orders. At 7.45 p.m. I detached *Liverpool* to Rosyth with German

prisoners, 7 officers and 79 men, survivors from *Mainz*. No further incident occurred.—I have the honour to be, Sir, your obedient Servant,

(Signed) DAVID BEATTY,
Vice-Admiral.

The Secretary of the Admiralty.

“*Euryalus*,” September 28, 1914.

SIR,—I have the honour to report that in accordance with your orders a reconnaissance in force was carried out in the Heligoland Bight on August 28th, with the object of attacking the enemy's Light Cruisers and Destroyers.

The forces under my orders (viz., the Cruiser Force, under Rear-Admiral H. H. Campbell, C.V.O., *Euryalus*, *Amethyst*, First and Third Destroyer Flotillas and the Submarines) took up the positions assigned to them on the evening of August 27th, and, in accordance with directions given, proceeded during the night to approach the Heligoland Bight.

The Cruiser Force under Rear-Admiral Campbell, with *Euryalus* (my Flagship) and *Amethyst*, was stationed to intercept any enemy vessels chased to the westward. At 4.30 p.m. on August 28th these Cruisers, having proceeded to the Eastward, fell in with *Lurcher* and three other Destroyers, and the wounded and prisoners in these vessels were transferred in boats to *Bacchante* and *Cressy*, which left for the Nore. *Amethyst* took *Laurel* in tow, and at 9.30 p.m. *Hogue* was detached to take *Arethusa* in tow. This latter is referred to in Commodore R. Y. Tyrwhitt's report, and I quite concur in his remarks as to the skill and rapidity with which this was done in the dark with no lights permissible.

Commodore Reginald Y. Tyrwhitt was in command of the Destroyer Flotillas, and his report is enclosed herewith. His attack was delivered with great skill and gallantry, and he was most ably seconded by Captain William F. Blunt, in *Fearless*, and the Officers in command of the Destroyers, who handled their vessels in a manner worthy of the best traditions of the British Navy.

Commodore Roger J. B. Keyes, in *Lurcher*, had, on August 27th, escorted some Submarines into positions allotted

[4] DOCUMENTARY HISTORY—NAVAL

to them in the immediate vicinity of the enemy's coast. On the morning of August 28th, in company with *Firedrake*, he searched the area to the southward of the Battle Cruisers for the enemy's Submarines, and subsequently, having been detached, was present at the sinking of the German Cruiser *Mainz*, when he gallantly proceeded alongside her and rescued 220 of her crew, many of whom were wounded. Subsequently he escorted *Laurel* and *Liberty* out of action, and kept them company till Rear-Admiral Campbell's Cruisers were sighted.

As regards the Submarine Officers, I would specially mention the names of :

(a) Lieutenant-Commander Ernest W. Leir. His coolness and resource in rescuing the crews of the *Goshawk's* and *Defender's* boats at a critical time of the action were admirable.

(b) Lieutenant-Commander Cecil P. Talbot. In my opinion, the bravery and resource of the Officers in command of Submarines since the war commenced are worthy of the highest commendation.

I have the honour to be,

Sir,

Your obedient Servant,

A. H. CHRISTIAN,
Rear-Admiral.

The Secretary, Admiralty.

H.M.S. "*Lowestoft*," September 26, 1914.

SIR,—I have the honour to report that at 5 a.m. on Thursday, August 27th, in accordance with orders received from Their Lordships, I sailed in *Arethusa*, in company with the First and Third Flotillas, except *Hornet*, *Tigress*, *Hydra*, and *Loyal*, to carry out the prearranged operations. H.M.S. *Fearless* joined the Flotillas at sea that afternoon.

At 6.53 a.m. on Friday, August 28th, an enemy's Destroyer was sighted, and was chased by the 4th Division of the Third Flotilla.

From 7.20 to 7.57 a.m. *Arethusa* and the Third Flotilla were engaged with numerous Destroyers and Torpedo Boats which were making for Heligoland ; course was altered to port to cut them off.

Two Cruisers, with 4 and 2 funnels respectively, were sighted on the port bow at 7.57 a.m., the nearest of which was engaged. *Arethusa* received a heavy fire from both Cruisers and several Destroyers until 8.15 a.m., when the four-funnelled Cruiser transferred her fire to *Fearless*.

Close action was continued with the two-funnelled Cruiser on converging courses until 8.25 a.m., when a 6-in. projectile from *Arethusa* wrecked the fore bridge of the enemy, who at once turned away in the direction of Heligoland, which was sighted slightly on the starboard bow at about the same time.

All ships were at once ordered to turn to the westward, and shortly afterwards speed was reduced to 20 knots.

During this action *Arethusa* had been hit many times, and was considerably damaged; only one 6-in. gun remained in action, all other guns and torpedo tubes having been temporarily disabled.

Lieutenant Eric W. P. Westmacott (Signal Officer) was killed at my side during this action. I cannot refrain from adding that he carried out his duties calmly and collectedly, and was of the greatest assistance to me.

A fire occurred opposite No. 2 gun port side caused by a shell exploding some ammunition, resulting in a terrific blaze for a short period and leaving the deck burning. This was very promptly dealt with and extinguished by Chief Petty Officer Frederick W. Wrench, O.N. 158630.

The Flotillas were re-formed in Divisions and proceeded at 20 knots. It was now noticed that *Arethusa's* speed had been reduced.

Fearless reported that the 3rd and 5th Divisions of the First Flotilla had sunk the German Commodore's Destroyer and that two boats' crews belonging to *Defender* had been left behind, as our Destroyers had been fired upon by a German Cruiser during their act of mercy in saving the survivors of the German Destroyer.

At 10 a.m., hearing that Commodore (S) in *Lurcher* and *Firedrake* were being chased by Light Cruisers, I proceeded to his assistance with *Fearless* and the First Flotilla until 10.37 a.m., when, having received no news and being in the vicinity of Heligoland, I ordered the ships in company to turn to the westward.

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4] All guns except two 4-in. were again in working order, and the upper deck supply of ammunition was replenished.

At 10.55 a.m. a four-funnelled German Cruiser was sighted, and opened a very heavy fire at about 11 o'clock.

Our position being somewhat critical, I ordered *Fearless* to attack, and the First Flotilla to attack with torpedoes, which they proceeded to do with great spirit. The Cruiser at once turned away, disappeared in the haze and evaded the attack.

About 10 minutes later the same Cruiser appeared on our starboard quarter. Opened fire on her with both 6-in. guns; *Fearless* also engaged her, and one Division of Destroyers attacked her with torpedoes without success.

The state of affairs and our position was then reported to the Admiral Commanding Battle Cruiser Squadron.

We received a very severe and almost accurate fire from this Cruiser; salvo after salvo was falling between 10 and 30 yards short, but not a single shell struck; two torpedoes were also fired at us, being well directed, but short.

The Cruiser was badly damaged by *Arethusa's* 6-in. guns and a splendidly directed fire from *Fearless*, and she shortly afterwards turned away in the direction of Heligoland.

Proceeded, and four minutes later sighted the three-funnelled Cruiser *Mainz*. She endured a heavy fire from *Arethusa* and *Fearless* and many Destroyers. After an action of approximately 25 minutes she was seen to be sinking by the head, her engines stopped, besides being on fire.

At this moment the Light Cruiser Squadron appeared, and they very speedily reduced the *Mainz* to a condition which must have been indescribable.

I then recalled *Fearless* and the Destroyers, and ordered cease fire.

We then exchanged broadsides with a large, four-funnelled Cruiser on the starboard quarter at long range, without visible effect.

The Battle Cruiser Squadron now arrived, and I pointed out this Cruiser to the Admiral Commanding, and was shortly afterwards informed by him that the Cruiser in question had been sunk and another set on fire.

The weather during the day was fine, sea calm, but visibility poor, not more than 3 miles at any time when the

various actions were taking place, and was such that ranging and spotting were rendered difficult.

I then proceeded with 14 Destroyers of the Third Flotilla and 9 of the First Flotilla.

Arethusa's speed was about 6 knots until 7 p.m., when it was impossible to proceed any further, and fires were drawn in all boilers except two, and assistance called for.

At 9.30 p.m. Captain Wilmot S. Nicholson, of the *Hogue*, took my ship in tow in a most seamanlike manner, and, observing that the night was pitch dark and the only lights showing were two small hand lanterns, I consider his action was one which deserves special notice from Their Lordships.

I would also specially recommend Lieutenant-Commander Arthur P. N. Thorowgood, of *Arethusa*, for the able manner he prepared the ship for being towed in the dark.

H.M. Ship under my command was then towed to the Nore, arriving at 5 p.m. on August 29th. Steam was then available for slow speed, and the ship was able to proceed to Chatham under her own steam.

I beg again to call attention to the services rendered by Captain W. F. Blunt, of H.M.S. *Fearless*, and the Commanding Officers of the Destroyers of the First and Third Flotillas, whose gallant attacks on the German Cruisers at critical moments undoubtedly saved *Arethusa* from more severe punishment and possible capture.

I cannot adequately express my satisfaction and pride at the spirit and ardour of my Officers and Ship's Company, who carried out their orders with the greatest alacrity under the most trying conditions, especially in view of the fact that the ship, newly built, had not been forty-eight hours out of the Dockyard before she was in action.

It is difficult to specially pick out individuals, but the following came under my special observation :

H.M.S. " Arethusa."

Lieutenant-Commander Arthur P. N. Thorowgood, First Lieutenant, and in charge of the After Control.

Lieutenant-Commander Ernest K. Arbuthnot (G.), in charge of the Fore Control.

Sub-Lieutenant Clive A. Robinson, who worked the range-finder throughout the entire action with extraordinary coolness.

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Assistant Paymaster Kenneth E. Badcock, my Secretary, who attended me on the bridge throughout the entire action.

Mr. James D. Godfrey, Gunner (T.), who was in charge of the torpedo tubes.

The following men were specially noted :

Armourer Arthur F. Hayes, O.N. 342026 (Ch.).

Second Sick Berth Steward George Trolley, O.N. M. 296 (Ch.).

Chief Yeoman of Signals Albert Fox, O.N. 194656 (Po.), on fore bridge during entire action.

Chief Petty Officer Frederick W. Wrench, O.N. 158630 (Ch.) (for ready resource in extinguishing fire caused by explosion of cordite).

Private Thomas Millington, R.M.L.I., No. Ch. 17417.

Private William J. Beirne, R.M.L.I., No. Ch. 13540.

First Writer Albert W. Stone, O.N. 346080 (Po.).

I also beg to record the services rendered by the following Officers and Men of H.M. Ships under my orders :

H.M.S. "Fearless."

Mr. Robert M. Taylor, Gunner, for coolness in action under heavy fire.

The following Officers also displayed great resource and energy in effecting repairs to *Fearless* after her return to harbour, and they were ably seconded by the whole of their staffs :

Engineer Lieutenant-Commander Charles de F. Messervy.

Mr. William Morrissey, Carpenter.

H.M.S. "Goshawk."

Commander The Hon. Herbert Meade, who took his Division into action with great coolness and nerve, and was instrumental in sinking the German Destroyer "V 187," and, with the boats of his Division, saved the survivors in a most chivalrous manner.

H.M.S. "Ferret."

Commander Geoffrey Mackworth, who, with his Division, most gallantly seconded Commander Meade, of *Goshawk*.

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H.M.S. "Laertes."

Lieutenant-Commander Malcolm L. Goldsmith, whose ship was seriously damaged, taken in tow, and towed out of action by *Fearless*.

Engineer Lieutenant-Commander Alexander Hill, for repairing steering gear and engines under fire.

Sub-Lieutenant George H. Faulkner, who continued to fight his gun after being wounded.

Mr. Charles Powell, Acting Boatswain, O.N. 209388, who was gunlayer of the centre gun, which made many hits. He behaved very coolly, and set a good example when getting in tow and clearing away the wreckage after the action.

Edward Naylor, Petty Officer, Torpedo Gunner's Mate, O.N. 189136, who fired a torpedo which the Commanding Officer of *Laertes* reports undoubtedly hit the *Mainz*, and so helped materially to put her out of action.

Stephen Pritchard, Stoker Petty Officer, O.N. 285152, who very gallantly dived into the cabin flat immediately after a shell had exploded there, and worked a fire hose.

Frederick Pierce, Stoker Petty Officer, O.N. 307943, who was on watch in the engine room and behaved with conspicuous coolness and resource when a shell exploded in No. 2 boiler.

H.M.S. "Laurel."

Commander Frank F. Rose, who most ably commanded his vessel throughout the early part of the action, and after having been wounded in both legs, remained on the bridge until 6 p.m., displaying great devotion to duty.

Lieutenant Charles R. Peploe, First Lieutenant, who took command after Commander Rose was wounded, and continued the action till its close, bringing his Destroyer out in an able and gallant manner under most trying conditions.

Engineer Lieutenant-Commander Edward H. T. Meeson, who behaved with great coolness during the action, and steamed the ship out of action, although she had been very severely damaged by explosion of her own lyddite, by which the after funnel was nearly demolished. He subsequently assisted to carry out repairs to the vessel.

Sam Palmer, Leading Seaman (G.L. 2), O.N. 179529, who continued to fight his gun until the end of the action, although severely wounded in the leg.

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4] Albert Edmund Sellens, Able Seaman (L.T.O.), O.N. 217245, who was stationed at the fore torpedo tubes; he remained at his post throughout the entire action, although wounded in the arm, and then rendered first aid in a very able manner before being attended to himself.

George H. Sturdy, Chief Stoker, O.N. 285547, and Alfred Britton, Stoker Petty Officer, O.N. 289893, who both showed great coolness in putting out a fire near the centre gun after an explosion had occurred there; several lyddite shells were lying in the immediate vicinity.

William R. Boiston, Engine Room Artificer, 3rd class, O.N. M. 1369, who showed great ability and coolness in taking charge of the after boiler room during the action, when an explosion blew in the after funnel and a shell carried away pipes and seriously damaged the main steam pipe.

William H. Gorst, Stoker Petty Officer, O.N. 305616.

Edward Crane, Stoker Petty Officer, O.N. 307275.

Harry Wilfred Hawkes, Stoker 1st class, O.N. K.12086.

John W. Bateman, Stoker 1st class, O.N. K.12100.

These men were stationed in the after boiler room and conducted themselves with great coolness during the action, when an explosion blew in the after funnel, and shell carried away pipes and seriously damaged the main steam pipe.

H.M.S. "Liberty."

The late Lieutenant-Commander Nigel K. W. Barttelot commanded the *Liberty* with great skill and gallantry throughout the action. He was a most promising and able Officer, and I consider his death is a great loss to the Navy.

Engineer Lieutenant-Commander Frank A. Butler, who showed much resource in effecting repairs during the action.

Lieutenant Henry E. Horan, First Lieutenant, who took command after the death of Lieutenant-Commander Barttelot, and brought his ship out of action in an extremely able and gallant manner under most trying conditions.

Mr. Harry Morgan, Gunner (T), who carried out his duties with exceptional coolness under fire.

Chief Petty Officer James Samuel Beadle, O.N. 171735, who remained at his post at the wheel for over an hour after being wounded in the kidneys.

John Galvin, Stoker Petty Officer, O.N. 279946, who took entire charge, under the Engineer Officer, of the party who stopped leaks, and accomplished his task although working up to his chest in water.

H.M.S. "Laforey."

Mr. Ernest Roper, Chief Gunner, who carried out his duties with exceptional coolness under fire.

I have the honour to be,

Sir,

Your obedient Servant,

R. Y. TYRWHITT,

Commodore (T).

Times,
Sept. 25,
1914.

The Secretary of the Admiralty issues the following reply to a statement made publicly by the German Minister at Copenhagen to the effect that German officers did not, as had been reported from England, fire on swimming German sailors after the Heligoland fight, but that the English themselves fired on the German swimmers, and that an English shell was thrown into a lifeboat containing German survivors from torpedo boat V 187, though, happily, it did not explode :

"When the German destroyer V 187 was sinking the *Goshawk* ordered the British destroyers to cease fire, and those in the vicinity to lower their boats to pick up the survivors, many of whom had jumped overboard some time previously. An officer in the aft part of V 187 thereupon trained the after gun on the *Goshawk*, and fired at her, at a range of about 200 yards, hitting her in the ward-room, under the impression probably that the boats' crews intended to board and capture his vessel, whose colours were still flying.

"It was necessary to destroy V 187's after gun, which was done with a few well-placed shots, after which every effort was made to save life, until a German cruiser of the 'Stettin' class appeared on the scene out of the mist and opened a heavy fire on the British destroyers and their boats. The

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destroyers were forced to retire in order to avoid destruction, and the *Goshawk* removed her men from her boat, leaving it to the German prisoners, nearly all of whom were wounded. It is to be regretted that a bluejacket on the forecastle of the *Goshawk*, exasperated at the inhumane conduct of the cruiser, threw a projectile, which could not possibly under the circumstances have exploded, into the boat as it drifted past the ship. This is no doubt the incident referred to by the German Minister at Copenhagen. It cannot be defended, but the act was done under considerable provocation, and was surely a venial offence compared to that of the German cruiser which fired many shells at the British destroyers and boats while they were engaged in a humane and chivalrous action.

“ The *Defender*, which had drifted some distance from her boats, came under a very heavy fire, and her Commanding Officer, to save his ship, and in accordance with the orders he received to retire, abandoned his two boats, containing an officer and nine men and many prisoners.

“ This scene was witnessed through his periscope by the Commanding Officer of submarine E 4, who proceeded to attack the cruiser, but the latter altered course to the northward before the submarine could be brought within range. After covering the retreat of the destroyer for some little time E 4 returned to the boats and removed the British officers and men and a German officer, a chief petty officer, and one man. E 4 might well have taken the other German officer and six unwounded men prisoners, but as the boats contained eighteen very badly wounded Germans he humanely left the officer and men to care for them and navigate the boats. Before leaving he saw that the boats were provided with water, biscuits, and a compass, and he gave the officer the position and course to Heligoland. The officer and men of the *Defender*, while waiting for relief, stripped themselves of everything but their trousers, tearing up their clothes to serve as bandages for the wounded Germans.

“ It might well be said that in carrying out this chivalrous action the British destroyers ran unjustifiable risks, and the survivors of V 187 must indeed be ungrateful if they do not

fully appreciate the treatment they received at the hands of our officers and men.

“ These facts must be well known to the German naval authorities, and if the statement of the German Minister is made in good faith, and if any of the survivors had bullet wounds, it can only be suggested that the German officer, who was generously let free to take charge of his wounded men, misrepresented the facts.

“ There is no evidence of the officers of V 187 having fired at their men, but there are many British naval officers and men who actually saw officers of the *Mainz* and *Konigin Luise* fire at their men in the water, presumably because they were of opinion that they were prematurely deserting their posts. There are many men in our hospitals whose wounds testify to the accuracy of the German officers' fire.

“ About 350 officers and men were saved from the *Mainz*, about 150 of whom were swimming in the water, some at least half a mile from the ship; many of the latter were wounded by revolver bullets.

“ The remaining 200 men of the *Mainz* would not be induced to jump overboard, and were taken off by a destroyer, which was laid alongside her just before she sank; these latter included over sixty badly wounded.”

Admiralty, September 15.

The Admiralty have ordered the following verses to be engraved upon a brass plate and fixed in a conspicuous place in H.M.S. *Arethusa* :

Come, all ye jolly sailors bold,
Whose hearts are cast in honour's mould,
While English glory I unfold,
Huzza for the *Arethusa* !
Her men are staunch,
To their fav'rite launch,
And when the foe shall meet our fire,
Sooner than strike we'll all expire
On board of the *Arethusa*.

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And, now we've driven the foe ashore
 Never to fight with Britons more,
 Let each fill his glass
 To his fav'rite lass ;
 A health to our captain and officers true,
 And all that belong to the jovial crew
 On board of the *Arethusa*.

All the ships which took part in the action off Heligoland are to have the words, " Heligoland, August 28th, 1914," painted in gold lettering in some convenient place.

 SURRENDER OF APIA.

Press Bureau, August 30.

THE Secretary of State for the Colonies has received a *Times*, telegram from the Governor of New Zealand stating that ^{Aug. 31.} Apia, in German Samoa, surrendered at 10 a.m. on August ^{1914.} 29th to an expeditionary force sent by the Government of New Zealand.

CORRESPONDENCE RELATING TO THE OCCUPATION
 OF GERMAN SAMOA BY AN EXPEDITIONARY
 FORCE FROM NEW ZEALAND.

Presented to both Houses of Parliament by Command of His Majesty.

September, 1915.

[Cd. 7972.]

 No. 1.

The Secretary of State to the Governor of New Zealand.

August 6, 1914.

IF your Ministers desire and feel themselves able to seize German wireless station at Samoa we should feel that this was a great and urgent Imperial service. You will realise,

however, that any territory now occupied must at the conclusion of the war be at the disposal of Imperial Government for purposes of an ultimate settlement. Other Dominions are acting on the same understanding in a similar way, and, in particular, Commonwealth is being consulted as to wireless stations at New Guinea, Yap, Marshall Islands, and Nauru or Pleasant Island.

HARCOURT.

No. 2.

The Governor of New Zealand to the Secretary of State.

August 7, 1914.

YOUR telegram August 6th. My Government agree to seizure of Samoa. In view of possibility of presence of German cruiser please telegraph at once what escort can be provided and when.

LIVERPOOL.

No. 3.

The Governor of New Zealand to the Secretary of State.

August 8, 1914.

I AM desired by my Government to inform you that provided that escort can be furnished, arrangements have now been made to despatch to Samoa an expeditionary force on Tuesday, August 11th. I have to ask for an immediate reply.

LIVERPOOL.

No. 4.

The Secretary of State to the Governor of New Zealand.

August 8, 1914.

YOUR telegram August 8th. Admiralty see no objection to departure expedition to Samoa about 11th instant when ready, provided latest local information at disposal Senior Naval Officer, New Zealand, does not render departure inexpedient and provided he has been consulted and concurs in naval arrangements. They consider that, if guns available

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and time permits, transports may with advantage be lightly armed. Escort of one cruiser at least will be detailed. Instructions will be sent to Senior Naval Officer accordingly. Please inform me of composition and strength force and sea transport.

HARCOURT.

No. 5.

The Governor of New Zealand to the Secretary of State.

August 9, 1914.

AUGUST 9TH. Your telegram of August 8th; one battalion of infantry, one company engineers, two fifteen-pounders, two six-pounders, with signal, medical, and army service corps details, two transports. Total force, 1,383.

LIVERPOOL.

No. 6.

The Secretary of State to the Governor of New Zealand.

August 18, 1914.

IN connexion with expedition against Samoa, British flag should be hoisted in all territories successfully occupied by His Majesty's forces and suitable arrangements made for temporary administration: but no proclamation formally annexing any such territory should be made without previous communication with His Majesty's Government.

HARCOURT.

No. 7.

Admiralty to Colonial Office.

Admiralty, August 30, 1914.

SIR,

I AM commanded by My Lords Commissioners of the Admiralty to transmit herewith, for your information, copy of telegram of this date received from the Rear-Admiral Commanding Australian Squadron, respecting the occupation of Apia, &c.

I am, &c.,

W. GRAHAM GREENE.

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ENCLOSURE IN No. 7.

Telegram from Rear-Admiral Commanding Australian Squadron, Suva, to Admiralty.

TOOK possession of Apia (Samoa Islands) to-day, August 30th (Eastern time).

In reply to my summons to surrender, Acting Governor, in absence of Governor, stated that he submitted to the occupation of the island.

I carried out extensive sweeping operations before entering harbour, but found no mines. No resistance was offered. There have been no enemy ships in harbour for some time. Landing of troops was commenced during this afternoon. British flag hoisted. Officer commanding troops took over control from Lieutenant-Governor at 2 p.m. to-day.

Will leave with *Australia*, *Melbourne*; and *Montcalm* for Suva as soon as disembarkation is complete, probably to-morrow.

No. 8.

The Governor of New Zealand to the Secretary of State.

August 30, 1914.

AUGUST 30TH. I have received the following telegram from Admiral, *Australia* :

“ Apia surrendered at 10.0 a.m. August 30th, Eastern time. Military expedition landed in afternoon without opposition.”

LIVERPOOL.

No. 9.

The Secretary of State to the Governor of New Zealand.

August 31, 1914.

YOUR telegram August 30th. Please convey to your Ministers heartiest congratulations of His Majesty's Government on successful occupation of Samoa by expeditionary force.

HARCOURT.

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No. 10.

The Governor of New Zealand to the Secretary of State.
(Extract.)

September 2, 1914.

OFFICER Commanding the Troops, Samoa, has sent me the following message :

“ Expedition under my command, with the assistance of the allied fleet, occupied town of Apia August 31st (Eastern time). Governor of Samoa, who surrendered to me, is being sent with the prisoners to Fiji. I am glad to report that there was no opposition, that the health of the troops is excellent, and that there have been no serious casualties since the expedition started.—LOGAN.”

LIVERPOOL.

No. 11.

The Governor of Fiji to the Secretary of State.
(Extract.)

Government House, Suva, August 30, 1914.

THE expeditionary force from New Zealand, conveyed in two transports and escorted by H.M. Ships *Australia*, *Melbourne*, *Psyche*, *Philomel*, and *Pyramus*, and the French ship *Montcalm*, arrived at Suva on the 26th instant and left at 8.30 the following morning.

Rear-Admiral Sir George E. Patey, H.M.S. *Australia*, accompanied by Captain Marshall, Senior Naval Officer, New Zealand, Colonel Logan, Officer in Charge of the Expeditionary Force, and Captain Radcliffe, H.M.S. *Australia*, had an interview with me at Government House on the 26th instant, when I communicated to Sir George E. Patey, Captain Marshall, and Colonel Logan telegrams relating to the expedition which I had received from the Governor of New Zealand, and placed before them all the information which I thought might be useful. Sir G. E. Patey and Colonel Logan were good enough to allow a contingent of ten men from Fiji to accompany the expedition, and, from their knowledge of natives, if for no other reason, the members of the contingent should be able to render useful service. I arranged also that a certain number of Samoans of some standing in Fiji, and of

influence in their native country, should be placed at Colonel Logan's disposal. These men will be able to act as interpreters and guides, and will be valuable in making known to the natives of Samoa the advantages that they will enjoy by becoming subjects of His Majesty the King.

No. 12.

The Governor of New Zealand to the Secretary of State.

(Extract.)

*Government House, Dominion of New Zealand, Wellington,
September 16, 1914.*

SIR,

I HAVE the honour to transmit to you copies of two despatches and enclosures from Colonel Logan, Acting Administrator of Samoa, for your personal inspection.

2. My Government are dealing with all the matters referred to in the despatches.

3. Since these two despatches were written I have received telegrams from Colonel Logan informing me that he desired to replace all the German officials.

4. The New Zealand Government propose filling all offices with capable civil servants, and will pay them from here, pending arrangement at the time of settlement with the Imperial Government.

5. My Government have duly taken note of the fact that, in Colonel Logan's opinion, the administration can be efficiently undertaken with a smaller staff than was the case under German occupation.

I have, &c.,

LIVERPOOL,
Governor.

ENCLOSURE 1 IN NO. 12.

(Despatch No. 1.)

Government House, Apia, Samoa, September 2, 1914.

YOUR EXCELLENCY,

I HAVE the honour to report that the forces under my command, having embarked on H.M. Transports No. 1 (*Moeraki*) and No. 2 (*Monowai*) on August 14th, 1914, at

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Wellington, sailed from that port at daybreak on the following morning.

We were met at the previously arranged rendezvous by H.M. Ships *Psyche*, *Philomel*, and *Pyramus* at 4 p.m. on August 16th. On this and the following nights no lights were shown.

Throughout the voyage musketry and other exercises were carried out by the troops.

On August 20th the convoy arrived at Noumea, New Caledonia, at 11 a.m., and there met the French cruiser *Montcalm*. During the day I, with my Staff Officer, attended a joint naval and military conference on board H.M.S. *Philomel*.

On August 21st H.M.A. Ships *Australia* and *Melbourne*, with Rear-Admiral Sir George E. Patey in command, arrived in port and, under instructions from the Rear-Admiral, I attended on board the flagship and received operation orders (provisional) for the attack upon Samoa. In the afternoon I paid an official visit to His Excellency the Governor of New Caledonia. The troops were, with the permission of His Excellency, exercised on shore, and everywhere met with a most cordial reception.

On the morning of August 22nd, while the transports were moving out into the stream, Transport No. 2 drifted on to a sandbank, from which she was only refloated at 8.30 p.m., after her cargo had been lightered and the troops temporarily disembarked.

On August 23rd the allied fleets and transports sailed for Suva, Fiji, arriving at that port during the morning of August 26th, on which date I accompanied the Rear-Admiral on an official visit to His Excellency the Governor of Fiji, later attending a conference on board H.M.A.S. *Australia*.

At the request of His Excellency the Governor of Fiji, I enrolled one officer of the Fiji Constabulary as German Interpreter, and also four members of the Fiji Rifle Association and six members of the Legion of Frontiersmen as privates in the 3rd Auckland Regiment. There were also embarked one officer and nineteen men from H.M.S. *Sealark*, one naval signaller Royal Naval Reserve, one nursing sister, and fourteen natives of Samoa—these latter to be dispersed throughout the island in order to explain our intentions. I am much indebted to the Rev. Father Fox, of Suva, for bringing me into touch with the Samoans above referred to.

On August 27th, the allied fleets and transports sailed from Suva, Fiji, in the afternoon, and arrived at Apia at day-break on the 30th (Eastern time). In response to an ultimatum conveyed under a flag of truce from H.M.S. *Psyche*, the Deputy-Governor replied that although, in the temporary absence of His Excellency the Governor of Samoa, he would not accept the responsibility of surrendering, no opposition would be offered to the landing of the armed forces.

The troops were thereupon disembarked under cover of the guns of the allied fleets in manner previously detailed in orders; the disembarkation was carried out without casualty. All Government buildings were immediately seized and Government officials and police placed under arrest.

I established my headquarters at the Government buildings at 4 p.m., received His Excellency the Governor of Samoa, and informed him that I regretted that I must place him under arrest. On this date I received from the European residents in Samoa the attached memorial (Sub-enclosure 1).

On the following day, August 31st (Eastern time), at 8 a.m., the British flag was formally hoisted on the Government buildings in the presence of the officers of the New Zealand Division, Royal Navy, the troops, and the leading native chiefs. At this ceremony I read a Proclamation, copies of which, in English, German, and Samoan, I enclose herewith for Your Excellency's perusal (Sub-enclosure 2).

I conferred with the native chiefs, whose attitude towards us is extremely friendly, and I am informed from reliable sources that the vast majority of the natives are in sympathy with the British occupation of Samoa.

I also conferred with the German heads of department and their subordinates, and, as they have given their parole to do nothing inimical to British interests and to carry out their duties loyally, I have retained them, with two exceptions, in their respective offices at the same salaries as they were previously receiving.

I am of opinion that the various departments are largely overstaffed and should be reduced as opportunity occurs to do so with the minimum of friction.

His Excellency the Governor of Samoa.—After having, as already stated, informed His Excellency the Governor of Samoa that I placed him under arrest, I permitted him to

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return to his residence under escort of an officer of my staff, in order to obtain such wearing apparel and effects as he might require, and then caused him to be placed on board Transport No. 1 until the following morning, when he was again permitted to land under escort and attend further to his affairs, subsequently proceeding to Transport No. 2, in which ship he is now being conveyed to Suva, under escort of an officer of the 5th Regiment. I ordered that both on Transport No. 1 and Transport No. 2 His Excellency should be treated as an honoured guest and accorded every consideration.

Wireless.—I am informed by the Senior Naval Officer, New Zealand Division, that the wireless station at Apia could be heard tuning up after H.M.S. *Psyche* had sent in a flag of truce about 9.30 a.m., and only desisted on being ordered by the Rear-Admiral to do so. On my troops reaching the wireless station it was found that some essential parts of the engine which drives the dynamo had been removed and that some of the aerials had been tampered with. The aerials were immediately repaired, and we have been capable of receiving messages since August 30th, but we have been unable to repair the engine, or, up to the present, discover the missing parts. The engine which was brought by the Expeditionary Force has, however, to-day been installed, and I hope to-night to be able to obtain communication with Your Excellency either through Suva or Pago Pago. I enclose for Your Excellency's perusal a Proclamation (No. 2) (Sub-enclosure 3) which deals with the above subject, and which I deemed it necessary to issue. I should add that investigation disclosed the fact that preparations had been made for the destruction of the wireless station by dynamite.

Section D Battery.—As explained later in this despatch, it became necessary to send Transport No. 2 to Suva with the least possible delay, and in the hurry of so doing a misunderstanding resulted in Transport No. 2 putting to sea while still having on board a section of D Battery, which had been brought to Apia in her. The two guns of this section had, however, been brought ashore, and part of the section of D Battery, which arrived in Transport No. 1, will be quite able to serve these two guns. I keenly regret the temporary

loss of the services of the section which arrived in Transport No. 2. I only became aware of the fact that these men were still on board after Transport No. 2 had proceeded some twenty miles to sea, and the necessities of the situation did not permit me at that stage to take steps to have Transport No. 2 recalled.

Food requirements.—Immediately upon landing I was approached by the Honourable Mason Mitchell, United States Consul in Apia, who informed me that food was in short supply. I at once investigated the matter, and found that the Chinese indentured coolies, numbering about 3,000, had been on short rations since the outbreak of war, and the European residents feared that they might rise unless the food in hand, which was barely sufficient to last ten days, was augmented.

The European population was also suffering from shortage of supplies as stocks held on the island are small, the merchants depending on the regular monthly service of the Union Steamship Company, which service has been suspended.

The problem was, therefore, as to how to obtain a supply of food to reach Apia by about September 5th.

I was able to procure 9,000 lbs. of flour from H.M. Ships *Psyche* and *Philomel*, and I had already purchased in Noumea and Suva three tons rice, four tons sugar, and 4,000 lbs. biscuits to augment my own stores, so that this quantity of food was available, without infringing on what I had brought from New Zealand, to tide over the situation until outside supplies could be obtained.

I ascertained from responsible citizens that the following are the monthly requirements of the islands :

- Rice, 80 tons.
- Sugar, 10 tons.
- Biscuits, 400 to 500 20-lb. tins.
- Coolie tea, 20 40-lb. cases.
- Dripping, 100 kerosene tins.
- Flour, 50 tons.
- Hops, 400 lbs.
- Chaff, 100 sacks.
- Oats, 75 sacks.
- Bran, 200 sacks.
- Fowl wheat, 20 bags.

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Butter (in tins), 1 ton of 5-lb. and 2-lb. tins.

Benzine, 150 cases.

Corned beef, 50 cases 1-lb. tins.

„ 30 cases 2-lb. tins.

„ 10 cases 3-lb. tins.

„ 10 cases 4-lb. tins.

„ 10 cases 5-lb. tins.

„ 10 cases 6-lb. tins.

Rex soap, 50 cases.

Nestlé's milk, 15 cases.

Salt, 10 sacks.

Potatoes, 60 cases or sacks.

Onions, 10 cases.

Bacon, 10 sides (rolled).

Brown wrapping paper (butcher's), half ton.

Of the above necessaries, rice, potatoes, and onions cannot be held in stock for more than two months, as they deteriorate rapidly in this climate.

The following provisions had, prior to my arrival, been ordered from Sydney to come by the s.s. *Sonoma* (an American ship), due at Pago Pago on Friday next, the 4th instant :

Rice, 80 tons.

Flour, 10 to 20 tons.

Sugar, 5 tons.

I have made arrangements for these supplies to be brought over from Pago Pago in an American schooner, and if they are on board the *Sonoma* they should arrive here on the 6th instant.

Considerable supplies are also expected by the *Ventura* (American) from San Francisco, arriving at Pago Pago about the 14th instant.

Before ascertaining that these supplies were on the way, I had arranged with the Senior Naval Officer, New Zealand Division, to send here by Transport No. 2 one month's supplies from Fiji, if possible, and, in the event of supplies being unobtainable in Fiji, then that Transport No. 2 should be sent to Auckland to obtain them there, and to return at once.

The flour obtained from the warships has been distributed amongst the local bakers, for the European population, at cost price, and a restriction has been placed on the price charged for bread.

Prices have, since the war began, appreciated about 100 per cent., and I propose, with the provisions for which I am asking, to reduce this appreciation to 20 per cent., and I also propose to fix a scale of prices to be charged by retail stores which will give them a fair rate of profit on their turnover. This will continue until Government stores or supplies are discontinued and trade has returned to normal.

I have also given orders that the planters must give a full ration to their Chinese labourers, and that if I am unable to supply the rice to enable them to do so they must supply the equivalent in native cereals or fruits. The Chinese, however, do not appreciate this alternative diet.

Chinese.—The short ration has already caused trouble with the Chinese, and two days after my arrival I was compelled to send a platoon of infantry and a hastily raised half troop of mounted rifles to assist the native police in the suppression of a somewhat ugly rising of about 120 Chinese on a plantation some seven miles from here—a German planter having been surprised and surrounded in his house.

I have found it necessary to allow the German planters to retain their arms for self-protection, considering it better that we should run some risk in this direction rather than that a European family should be placed at the mercy of the Chinese.

I am convinced that on the food question depends the behaviour of the Chinese, who, in my opinion, are a menace to the European population unless very carefully handled.

The Samoan native chiefs have already approached me in reference to the danger of intermixture of Samoan and Chinese blood, and have asked whether some steps cannot be taken towards the repatriation of the Chinese. While I feel that the danger apprehended by the chiefs is a very real one, I have replied that the matter must stand over for consideration at a later date.

Troops of the Garrison.—With reference to the section of D Battery now on board Transport No. 2, if that vessel proceed to New Zealand I have to ask that this section be ordered to rejoin its headquarters in Apia. With regard to the escort on board Transport No. 2, I have to ask that these be discharged in New Zealand, with the exception of Lieutenant D. A. Kenny, the Officer Commanding, who would rejoin his regiment here.

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I propose to return to New Zealand, as opportunity offers, all men who may prove medically unsuitable. I also propose to discharge, when opportunity to return them to Fiji offers, those men of the 3rd Auckland Regiment who were attested in Samoa as already mentioned.

I hope to be permitted to retain the remainder of the force so long as German cruisers remain in the Pacific, but when these have been disposed of I see no reason why the garrison should remain at its present strength, as I anticipate no trouble whatever from the Samoan natives.

On the whole, the discipline of the troops has been good and has improved considerably since the expedition started.

Finance.—When making arrangements in Suva to take with us the Samoans already referred to I had to make arrangements for the support of their families during their absence.

I arranged with the Suva branch of the Bank of New Zealand to pay £1 per week to the relatives of each of these men—the relatives being identified to the Manager's satisfaction by Father Fox.

To establish the necessary credit I drew on the Quartermaster-General, Wellington, for the sum of £100, which amount has been placed to my credit at the Bank of New Zealand, Suva, to cover the payments referred to.

When I no longer require the services of these Samoans I will advise the Manager, and the account will be closed by paying any balance in the hands of the Bank of New Zealand into the public account at Wellington.

I have not yet had time to inquire into the financial position of Samoa, but, judging from the large number of State officials and the number of natives said to be receiving Government pay, and taking into consideration the small exporting capacity of the island, I am of opinion that the government of Samoa must entail financial loss.

At the earliest possible moment I will go thoroughly into the question of revenue and expenditure, and I have to ask that a highly qualified official of the Audit Department be instructed to proceed to Samoa to go into the question.

In the meantime, I have given orders that a balance sheet to the date of our occupation be taken out by each department, and a fresh set of books opened from that point.

Savaii.—I have appointed Mr. Williams to be Deputy-Administrator of the island of Savaii, and he left yesterday to take over his duties. Attached hereto is a copy of the letter of authority which I have handed to Mr. Williams (Sub-enclosure 4).

Mr. Williams has been in the islands for over forty years, and from the inception of German rule in Samoa until the declaration of war acted in the capacity of Deputy Administrator of Savaii, under the German Government.

On the declaration of war he was given the option of resigning his British citizenship or being relieved of his office, and he chose the latter alternative, although this entailed the loss of his pension.

I shall take the earliest possible opportunity of personally visiting Savaii, and formally hoisting the British flag there.

* * * * *

I enclose herewith, for Your Excellency's perusal, a letter which I have received from the American Consul at Apia, which letter I have formally acknowledged.

I have, &c.,

ROBERT LOGAN, Colonel,
Administrator of Samoa.

To His Excellency

The Right Honourable

The Earl of Liverpool, G.C.M.G., M.V.O.,
Governor of New Zealand.

SUB-ENCLOSURE I TO DESPATCH NO. I.

Apia, Samoa, August 29, 1914.

WE, the undersigned residents of Samoa, subjects of Great Britain, France, and Belgium, now at war with Germany and Austria, fully appreciate the kindness shown to us by Dr. Schultz and the German officials and residents in Samoa since the war was announced on the 4th instant, and hope that in the event of a change of flags His Excellency Dr. Schultz and the German residents will meet with the same consideration that we received.

(Signed by THOMAS TROOD and 92 others.)

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SUB-ENCLOSURE 2 TO DESPATCH NO. 1.
PROCLAMATION.

1. THE New Zealand Government of His Britannic Majesty King George V. now occupy for His Majesty all the German territories situated in the islands of the Samoan group.

2. All inhabitants of the occupied territories are commanded to submit to all such directions as may be given by any officer of the occupying force.

3. Every inhabitant of the occupied territories is forbidden to assist or to communicate directly or indirectly with the German Government or the German forces, or to resist directly or indirectly the occupying forces or any member thereof.

4. All public property of the German Government must be delivered forthwith by those responsible for its safety to the possession of the occupying force.

5. Private property of individuals will only be taken if required for the purposes of the occupying force, and if so taken will be paid for at a reasonable price at the termination of the war.

6. No person shall, except with the written permission of an authorised officer of the occupying force, be out of doors on any night between the hours of 10 p.m. and 6 a.m., nor change his or her present place of residence nor use any boat or canoe.

7. All public meetings are prohibited.

8. No circular or newspaper or printed matter of any description shall be circulated, printed, or issued, without the written permission of an authorised officer of the occupying force.

9. No spirituous or intoxicating liquor shall be manufactured or sold without the written permission of an authorised officer of the occupying force, nor shall liquor be supplied to any Samoan native.

10. All officials of the German Government who desire to continue to carry out their functions under the present Military Government must report themselves forthwith to the Commander of the Occupying Force, and such as may be retained in their employment will receive the same rate of remuneration as was received by them prior to the occupation.

11. All inhabitants having in their possession any motor-cars, horses, carts, or other means of transport must forthwith report the description of the same to the Provost-Marshal of the Occupying Force.

12. All arms of every description, whether the property of the German Government or of private persons, must forthwith be delivered at the office of the Provost-Marshal of the Occupying Force.

13. All persons who quietly submit to the administration of affairs by the occupying force will be protected in their occupations except in the case of such occupations as may be contrary to the best interests of the occupying force.

14. All persons who in any manner resist the occupying force or attempt by violence or otherwise to interfere with or overthrow the Military Government now established for His Majesty King George Fifth, or who fail to obey the above-written or any subsequent commands of any officer of the occupying force, will be punished according to the laws of war.

Given at Apia this twenty-ninth day of August in the year of our Lord one thousand nine hundred and fourteen.

ROBERT LOGAN, Colonel,
Commanding the Occupying Force.
God Save the King.

SUB-ENCLOSURE 3 TO DESPATCH No. 1.

PROCLAMATION No. 2.

1. EVERY person having possession of any machinery or material formerly used in or in connexion with the wireless installation at Apia, or the railway leading thereto, is required to deliver the same immediately to the Provost-Marshal.

2. If the above requisition is not complied with before midnight on September 2nd, 1914, all houses and grounds in Apia will be searched, and any person found to be harbouring any of the above-mentioned machinery or materials will be dealt with according to the laws of war, and will receive the extreme penalty.

Given at Apia this first day of September, 1914.

ROBERT LOGAN, Colonel,
Administrator of Samoa.
God Save the King.

1914]

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SUB-ENCLOSURE 4 TO DESPATCH NO. 1.

British Military Headquarters, Apia,

Samoa, September 1, 1914.

SIR,

I, AS the Officer Commanding the British Force now in occupation of the German territories in the islands of the Samoan Group, hereby appoint you under myself to act as Deputy Administrator of the island of Savaii.

You are authorised to proceed to Savaii and to take delivery on my behalf of all the documents, funds, and other property of the German Government in that island, and to administer that island on behalf of the British Military Government now established.

I annex hereto a copy of the Proclamation, bearing date August 29th, 1914, issued by me, which will serve to show you the policy of the military administration which I have established—to this policy I desire you to conform as closely as the circumstances will permit.

You will note that, subject to the special provisions of the above-mentioned Proclamation, and subject also to such further orders as I may give, the Military Government will carry on the administration on the same lines, as nearly as possible, as it was carried on under the German Government, employing where convenient the same officials and the same police as were employed by the German Government.

Herr Pfeil, however, who has been administering the island of Savaii on behalf of the German Government, is to deliver to you all such documents, funds, and other property of the German Government as are in his possession, and is then to return to Apia forthwith.

A letter from the Chief Justice of Samoa to Herr Pfeil on this subject is enclosed herewith, and should be handed by you to Herr Pfeil.

ROBERT LOGAN, Colonel,
Administrator of Samoa.

To Richard Williams, Esq.,
Apia.

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[AUG.]

SUB-ENCLOSURE 5 TO DESPATCH NO. 1.

*American Consulate, Apia,
Samoa, August 31, 1914.*

SIR,

I HAVE the honour to inform you, in reply to your instructions of the 30th instant, that, representing His British Majesty's Government, you have established a British provisional Government in the islands of Opolu and Savaii in the Samoan Group; in consequence thereof I respectfully resign the representation of British interests assumed by me on August 8th, 1914, in accordance with instructions received from the Department of State of the United States of America.

I have, &c.,

MASON MITCHELL,
American Consul.

Administrator,
Colonel Logan,
Apia, Samoa.

ENCLOSURE 2 IN NO. 12.

(Despatch No. 2.)

*Government House, Apia,
Samoa, September 5, 1914.*

YOUR EXCELLENCY,

I AM pleased to be able to inform Your Excellency that, since the date of despatch No. 1, matters in connexion with the occupation of Samoa have progressed as smoothly as could be expected. The troops under my command have now moved into two camps on sound ground conveniently situated for the defence of Apia, and measures have been taken for the safeguarding of the port.

Wireless.—I accidentally omitted to state in despatch No. 1 that a light petrol railway, leading from the harbour to the wireless station, was found to be unworkable, owing to parts of the engine having been removed. I am glad to be able to state, however, that the engine has now been repaired, and in a very few days the engine should be again running right out to the wireless station, and already the railway has been of considerable service.

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The wireless installation is now working satisfactorily, and, as Your Excellency is aware, we are now able to send messages. Our power to do so, however, is necessarily limited, owing to our inability to use the engines properly belonging to the installation.

Food Supplies.—H.M. Transport *Monowai* arrived from Suva this morning, and is now discharging some 30 tons of rice obtained at that port. This will, for the time at any rate, supply the want mentioned in my last despatch.

Government House.—I have now, with my staff, taken up my residence at "Vailima," the late residence of Dr. Schultz.

* * * * *

Administration.—I find that most of the taxes had fallen due just prior to our arrival here, but, owing to the present low price obtaining for copra, the German authorities did not press for taxes, and little, if any, had been collected. I think it advisable that we should also allow some latitude before pressing for the payment of taxes.

In my last despatch I reported to Your Excellency that all the late officials, except two, had been retained in their positions. I subsequently found, however, that most of these officials did not properly understand their position, since they believed themselves to be carrying on the administration of Samoa on behalf of Germany, and were continuing to use the German seal on documents used by them. I had dealt with this point at my first meeting with these officials, and I thought that I had made myself clear. I have, however, since conferred with the leading officials and have insisted on the attitude which, for greater clearness, I have to-day embodied in a memorandum handed by me to the officials, a copy of which memorandum I attach hereto for Your Excellency's perusal (Sub-enclosure 1).

The officials are to consider the matter and will then let me know as to whether they are prepared to continue in their offices. I think it possible that most of the officials will decide to remain in office, but it appears to be not unlikely that the judicial officers will decline to continue to carry out their functions.

A careful inquiry is being made into the administration of the various departments and into the functions of the

various officials, but this is now delayed pending the reply of the officials to the memorandum above referred to.

Expeditions.—Since my last despatch a troop of mounted rifles was despatched to Falealeli, being away from Apia for three days and returning with Herr Osbahr, the local Administrator of South Upolu. I have conferred with Herr Osbahr, and have decided to retain him in office, and he has to-day returned to his district. I have made Herr Osbahr fully understand the point, already referred to, which was raised by the other officials.

A patrol has visited Safatu.

Troops.—H.M. Transport *Monowai*, which is due to leave Apia to-morrow morning, will carry with her about seventy-five of all ranks. Embarkation states for these officers and men will be forwarded to headquarters. This number includes all the men (with one exception) who were enlisted at Fiji in the 3rd (Auckland) Regiment. These should be returned to Fiji and discharged there.

In H.M. Transport *Monowai* there returned to Apia the fifty officers and men of D Battery, and also Lieutenant Kenny, of the 5th (Wellington) Regiment. These details have now been disembarked.

I have, &c.,

ROBERT LOGAN, Colonel,

Administrator of Samoa.

To His Excellency

The Right Hon.

The Earl of Liverpool, G.C.M.G., M.V.O.,
Governor of New Zealand.

SUB-ENCLOSURE I IN DESPATCH NO. 2.

BRITISH MILITARY OCCUPATION OF SAMOA.

Memorandum re the attitude adopted towards officials formerly employed by the German Government in Samoa.

ARTICLE 43 of The Hague Regulations requires that the occupying force shall secure public order and safety in the occupied territory, and it is obvious that from this requirement

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the necessity arises of appointing officials to carry on the administration of the territory and to preside in the Courts.

It is, of course, quite open to the occupying force to appoint a completely new set of officials for this purpose. Article 43 of The Hague Regulations was, however, framed with a view to preventing the occupied territory from falling into a condition of chaos, and in order to carry out the intention of Article 43 it has been the custom in past wars for the occupying force to invite most of the existing officials in the occupied territory to remain in office under the new regime.

If the officials agree to remain in office they become, of course, servants of the occupying force.

This would at first sight seem to involve a certain amount of disloyalty on the part of the officials in that they serve the enemy of their own State, but, since Article 43 was framed, not for the benefit of the occupying force, but for the benefit of the occupied territory, it has been long considered to be not only no wrong, but even a duty on the part of the officials to assist the occupying force in carrying out the intentions of Article 43.

The fact that the officials may be employed for this purpose does not, however, imply that the Government of the occupied territory is being carried on in the name of, or on behalf of, the State against which it is occupied. The occupying force is the Government of the occupied territory during the period of the occupation, and it is inconceivable that any occupying force would depart from the principle laid down by the Prussians in 1870—namely, that in occupied territory no official documents are to be issued which purport to be under the authority of the State against which the territory is occupied.

The British Military Government now established in Samoa desires to carry out the intentions of Article 43 of The Hague Regulations and with that end in view desires to retain the services of the officials, since to change the officials at this stage must necessarily result in considerable loss and inconvenience to the inhabitants of Samoa.

The officials are, therefore, invited to retain their positions at their former salaries, it being understood that these positions are held under the British Military Government and not under Germany.

All official documents are to be issued "in the name of the law."

The British Military Government does not insist that official documents shall be issued in the name of King George V., but it cannot permit that such documents should be issued in the name of the Kaiser or of the German Government.

It is hoped that the officials will, on this understanding, assist the British Military Government to carry out its obligations under The Hague Regulations, but if the officials cannot see their way to do so, then the British Military Government must endeavour to carry out its obligations by appointing its own officials, although this course, as already pointed out, must necessarily entail a considerable amount of hardship and inconvenience to the inhabitants of Samoa.

ROBERT LOGAN, Colonel,
Administrator of Samoa.

Government House,
Apia, Samoa.

No. 13.

EXTRACT FROM A REPORT TO THE ADMIRALTY
BY THE VICE-ADMIRAL COMMANDING HIS
MAJESTY'S AUSTRALIAN FLEET.

October 23, 1914.

AT Suva Colonel Logan embarked 15 prominent Samoans. These were representatives of each important village on both islands belonging to the Germans. They were landed at Apia on the disembarkation of the expedition, and dispersed immediately to distribute the intelligence to the Samoans as to our intentions.

By my direction the detailed orders for the disembarkation were drawn up by Captain H. J. T. Marshall, of H.M.S. *Psyche*. I reviewed and approved of these orders on August 26th, and a meeting of officers to discuss the procedure was held on board *Australia* during the same day.

The expedition sailed from Suva at 9 a.m. on August 27th. On August 28th, owing to strong east wind and head sea, I had to reduce speed from eleven to nine knots. The *Psyche*,

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Philomel, and *Pyramus* were experiencing difficulty in steaming against the head sea, and the transport *Monowai* had been gradually dropping astern. At the reduced speed, however, she was able to resume her proper station.

The weather improved towards the evening and maintained its improvement the next day, and I was able gradually to increase speed again to eleven-and-a-half knots by 1 p.m. on August 29th. I had hoped to have arrived at daylight on August 30th (Eastern time), but owing to the weather I did not arrive off Apia until 7.45 a.m. on that day.

The *Psyche* approached the harbour flying a flag of truce, and sent in her boat with my letter to the Governor demanding his surrender to me of the town of Apia and the dependencies under his control.

The estimates of German residents and armed police varied from 400 to 1,000, and it had been represented to me, both at Noumea and Suva, that it was probable that the harbour was mined. With the force under my command there was no need to take any unnecessary risks, and the picket boats of *Australia* fitted for sweeping were sent to *Psyche*, and on the flag of truce being hauled down the channel was swept under the supervision of Lieutenant-Commander John M. Jackson, of H.M.S. *Sealark*. This officer had volunteered to accompany the expedition for this purpose. He is experienced at this work and his services were accepted.

The Governor was reported to be absent from Apia. The same thing was noticed when I tried to get into communication with the Governor of Herbertshohe on August 12th. It may be only a coincidence.

My letter was delivered to the Acting Governor, and the substance of his reply is given in Enclosure 2.

The disembarkation was arranged to take place almost opposite the British Consulate; it would have been easy for a body of determined men to make the operation very unpleasant; I therefore had every reason to inform him of what the consequences would be in the event of such opposition. It will be observed that my instructions to the ships inshore were not to fire more than absolutely necessary to overcome such opposition.

With regard to the wireless station—it was observed at Herbertshohe that, as soon as the ships were sighted, urgent

calls were sent out. Exactly the same procedure was followed at Apia, and I therefore sent a wireless signal in English "Cease signalling instantly," which had the desired effect, and the only signal made was "S.G.," repeated four times very rapidly. Such high-power stations cannot be ignored, but must be regarded as primarily intended for hostile purposes, and therefore come under Convention IX., chapter I., article II., of Second Hague Conference.⁽¹⁾

⁽¹⁾ See
Appendix,
p. 402.

About 10.15 a.m. the Acting Governor gave an assurance that resistance would not be offered, and stated verbally that no mines had been laid in the harbour. The assurance was passed by signal from *Psyche*, but the channel into the harbour was already being swept by *Australia's* picket boats. No mines were found, but it was observed that one of the leading marks of the channel had been removed.

Psyche and transports entered the harbour about 11.30 a.m., and the disembarkation began. The Union Jack was hoisted on shore at 1.0 p.m., and the flag over the Governor's residence hauled down at 1.30 p.m. All the troops were landed without mishap by 2.35 p.m. Suitable lighters were obtained from the shore, the stores and guns were landed expeditiously, the transports being finally cleared by noon on August 31st (Eastern time).

The organisation for the disembarkation, and the manner in which the operation was carried out, reflected great credit on Captain H. J. T. Marshall, of H.M.S. *Psyche*, and those under his orders.

During the afternoon of August 30th, the American Consul, representing British and French interests, called on *Psyche*. He also came at the request of the late Lieutenant-Governor of Samoa. At 2.0 p.m. Colonel Logan landed with the American Consul to visit the late Lieutenant-Governor and take over control.

During the night of August 30th—31st the *Australia*, *Montcalm*, and *Melbourne* stood out to sea, returning in the morning of the latter day.

At 8.0 a.m. on August 31st (Eastern time) the Union Jack was hoisted over the Court House, and *Psyche* fired a salute of twenty-one guns.

No enemy ships were at Apia, nor had there been any there recently. The last one was believed to be the *Cormoran*,

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in May, 1913. It is certain that none have been there during 1914.

There were 1,500 tons of Westport coal at Apia, the property of Samsen & Company. This coal arrived by a Norwegian barque about three weeks previously.

The expedition having been established, and all stores, &c., landed, I left Apia at noon on August 31st.

ENCLOSURE I IN NO. 13.

Letter to His Excellency the Governor, the Imperial Station, Apia.

*H.B.M. Australian Ship "Australia,"
off Apia, August 30, 1914.*

YOUR EXCELLENCY,

I HAVE the honour to inform you that I am off the port of Apia with an overwhelming force, and, in order to avoid unnecessary bloodshed, I will not open fire if you surrender immediately.

2. I therefore summon you to surrender to me forthwith the town of Apia, and the Imperial possessions under your control.

3. An answer must be delivered within half an hour to the bearer.

4. Wireless communications are to cease instantly or fire will be opened on the station.

5. If no answer is received to this letter, or if the answer is in the negative, the cruisers have orders to cover the landing parties with their guns.

I have, &c.,

GEORGE E. PATEY,

Rear-Admiral Commanding Ships and
Vessels of the Allied Fleets.

His Excellency

The Governor,

The Imperial Station, Apia.

ENCLOSURE 2 IN NO. 13.

*Translation of Letter from Acting Governor of Samoa,
August 30, 1914.*

YOUR EXCELLENCY,

I HAVE the honour to reply as follows, on behalf of the Imperial Governor :

According to the principles of the rights of nations, especially the agreements of the Second Hague Peace Conference, the bombardment of our (said?) harbours and Protectorates is forbidden, also the threat to do so.

I therefore respectfully protest against Your Excellency's proposal. For the rest, to avoid the military measures which you propose, I have given orders for the wireless telegraph station to be packed up, and that no resistance is to be offered.

I leave it to Your Excellency to take possession of the Protectorate of Samoa, and respectfully remark that the responsibility for the life and property of the European population must rest with you.

I have, &c.,

S. N. RIMBURG,

Acting Governor.

His Excellency

The Commander-in-Chief

of the Allied Fleets.

ADMIRALTY APPROVE OF SIR BERKELEY MILNE'S ACTION.

Times,
Aug. 30,
1914.

THE following message was issued by the Press Bureau at 11.45 a.m. to-day :

The Admiralissimo of the French Fleet, Vice-Admiral Boué de Lapeyrère, has assumed command of the combined Anglo-French Fleet in the Mediterranean.

As a consequence, Admiral Sir Berkeley Milne, Bart., who is senior to this officer, has given over the command of the Mediterranean Fleet and returned home.

The conduct and dispositions of Admiral Sir Berkeley Milne in regard to the German vessels *Goeben* and *Breslau* have been subject to careful examination of the Board of Admiralty, with the result that their Lordships have approved of the measures taken in all respects.

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GOODS IN GERMAN STEAMERS.

House of Commons, August 31.

MR. TOUCHE asked the Secretary of State for Foreign Affairs (1) whether German and Belgian goods bought and paid for by a British firm in England and consigned on a German steamer to a British firm established in a British Possession are liable to confiscation; and (2) whether Belgian-made goods paid for in London by a British firm, and consigned to Hong Kong by a German steamer, would be confiscated if captured by a British ship? *Hansard,*
Aug. 31,
1914.

MR. ACLAND (UNDER-SECRETARY OF STATE FOR FOREIGN AFFAIRS): Goods the property of a British subject, or the subject of an allied or neutral State, shipped on board a German vessel, are not liable to confiscation, apart from any question of contraband. The question whether particular goods are in fact the property of a British subject, or of a subject of an allied or neutral State, is one to be decided according to the rules of law applicable in such case. The following notice, which appears daily in *The Times* newspaper, has doubtless not escaped the hon. Member's attention:

"All persons having any interest in cargoes other than enemy cargoes laden on enemy ships captured as prizes and requiring a release of such cargoes or portion of cargoes should make inquiries in London at the offices of His Majesty's Procurator-General, Treasury Chambers, Whitehall, and at the outports of the United Kingdom, at the offices of the Agents for His Majesty's Procurator-General, whose addresses can be obtained from the collectors of Customs at such outports.

"His Majesty's Procurator-General will require proof of ownership and particulars as to freight, whether paid or unpaid."

NOTICE RELATING TO MINES IN NORTH SEA.

Admiralty, August 31, 12.30 a.m.

HAVING regard to the great and growing injuries which are being inflicted upon neutral vessels by mines in the North Sea, it should be clearly understood that while the Admiralty reserves to itself the right of adopting, and will

not hesitate to adopt any retaliatory measures which the methods of the German Navy may render necessary, it has not up to the present laid a single mine, and is therefore not chargeable with any of the injury up to the present caused by mine laying.

3.30 a.m.

His Majesty's Government have learnt that on or about August 26th an Iceland trawler is reported to have struck a mine 25 miles off the Tyne and sunk, and at least one foreign newspaper has stated that the mine was English. Although the German action in laying mines has forced the Admiralty to reserve to themselves the right to do likewise, the statement already made by His Majesty's Government that no British mines have been laid remains absolutely true at this moment.

The mines off the Tyne were laid 30 miles to seaward, not as part of any definite military operations nor by German ships of war, but by German trawlers, of which a considerable number appear to have been engaged in this work. The number of one such trawler actually seen to be doing this was "A E 24, Emden."

PROMOTIONS, APPOINTMENTS, HONOURS AND REWARDS.

Times,
Aug. 7,
1914.

THE Admiralty announce that with the approval of His Majesty the King, Rear-Admiral Archibald G. H. W. Moore, C.V.O., C.B., Third Sea Lord on the Board of Admiralty, will hoist his flag in His Majesty's Ship *Invincible* on August 15th, and will be succeeded as Third Sea Lord by Rear-Admiral Frederick C. T. Tudor, C.B., at present Director of Naval Ordnance.

It is further announced that Rear-Admiral Sir David Beatty, K.C.B., M.V.O., D.S.O., commanding the First Battle Cruiser Squadron, has received the acting rank of Vice-Admiral.

The following Flag Officers have hoisted their flags in ships of the Second and Third Fleets, the appointments dating from August 1st :

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Vice-Admiral the Hon. Sir A. E. Bethell, K.C.B., K.C.M.G., in H.M.S. *Prince George*, as Vice-Admiral Commanding Battleships of Third Fleet.

Rear-Admiral William L. Grant, C.B., in H.M.S. *Drake*.

Rear-Admiral H. L. Tottenham, C.B., in H.M.S. *Albion*.

Rear-Admiral D. R. S. De Chair, C.B., M.V.O., in H.M.S. *Crescent*.

Rear-Admiral H. H. Campbell, C.V.O., in H.M.S. *Bacchante*.

Rear-Admiral R. S. Phipps Hornby, C.M.G., in H.M.S. *Doris*.

Rear-Admiral R. E. Wemyss, C.M.G., M.V.O., in H.M.S. *Charybdis*.

Rear-Admiral Cecil F. Thursby, C.M.G., in H.M.S. *Queen*.

Rear-Admiral J. M. de Robeck, in H.M.S. *Amphitrite*.

Captain Morgan Singer, Aide-de-Camp, R.N., has been selected to succeed Rear-Admiral Tudor as Director of Naval Ordnance and Torpedoes, to date August 15th.

The Admiralty issued the following official notice last night : *Times*,
Aug. 11,
1914.

His Majesty the King has been pleased to appoint Admiral Sir George Callaghan, G.C.V.O., K.C.B., to be First and Principal Naval Aide-de-Camp, in succession to Admiral Sir E. Poë, G.C.V.O., K.C.B., to date September 11th, 1914.

Admiral Sir George Callaghan, G.C.V.O., K.C.B., has been appointed to the Admiralty for special service on the War Staff.

Admiralty, August 18, 1914.

Deputy Surgeon-General Donald Templeton Hoskyn, M.B., has been promoted to the rank of Surgeon-General in His Majesty's Fleet. Dated August 7th, 1914.

Fleet Surgeon Daniel Joseph Patrick McNabb has been promoted to the rank of Deputy Surgeon-General in His Majesty's Fleet. Dated August 7th, 1914.

Admiralty, August 21, 1914.

A Temporary Commission in the Royal Naval Volunteer Reserve has been issued as follows :

Commander.

The Right Honourable James Cleland Burns, Baron Inverclyde.

Lord Chamberlain's Office, August 22, 1914.

THE King has been graciously pleased to give orders for the following promotion in the Most Honourable Order of the Bath :

To be an Ordinary Member of the Military Division of the Second Class, or Knights Commanders, of the said Most Honourable Order :

Rear-Admiral Archibald Gordon Henry Wilson Moore, C.V.O., C.B.

Admiralty, August 27, 1914.

In accordance with the provisions of His late Majesty's Order in Council of December 8th, 1903 :

Vice-Admiral William Blake Fisher, C.B., has this day been placed on the Retired List.

Consequent thereon the following promotions have been made from the same date :

Rear-Admiral Sackville Hamilton Carden to be Vice-Admiral.

Captain George Alexander Ballard, C.B., Aide-de-Camp, Commodore, 1st Class, to be Rear-Admiral.

DETENTIONS OR CAPTURES OF ENEMY SHIPS OR CARGOES.

Vessels Detained in British Ports or Captured at Sea by His Majesty's Armed Forces.

L.G.,
Sept. 2,
1914.

IN order to furnish information to British and other traders who may be interested in cargoes carried on merchant vessels which have been either detained in British ports on the outbreak of war or have been captured by His Majesty's armed forces, it has been decided to publish lists of these

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vessels. A list is accordingly appended containing such information as is at present available. This list cannot be taken as necessarily complete, and is subject to correction. Supplementary lists will be published from time to time as further particulars are received.

These lists will also be communicated to Chambers of Commerce in the United Kingdom, to the undermentioned Shipping Associations, &c.,

Baltic Mercantile and Shipping Exchange, Ltd., 24, St. Mary Axe, E.C.

Central News, 5, New Bridge Street, E.C.

Chamber of Shipping of the United Kingdom, 5, Whittington Avenue, Leadenhall Street, E.C.

"Fairplay," Billiter House, Billiter Street, E.C.

"Journal of Commerce," Liverpool.

Liverpool Steamship Owners' Association, 10, Water Street, Liverpool.

Liverpool Underwriters' Association, Liverpool.

Lloyd's, Royal Exchange, E.C.

Lloyd's List, 37, Royal Exchange, E.C.

North of England Protecting and Indemnity Association, 24, St. Mary Axe, E.C.

Press Association, Ltd., 14, New Bridge Street, E.C.

Shipping Federation, Ltd., Exchange Chambers, 24, St. Mary Axe, E.C.

"Shipping Gazette," 5, New Street Square, E.C.

"Shipping World," Effingham House, Arundel Street, W.C.

"Syren and Shipping," 93, Leadenhall Street, E.C.

and to any other similar bodies who may intimate to the Foreign Office that they wish to receive them.

All persons having any claims in respect of cargoes which are the subject of proceedings in the British Prize Courts should take steps to have their interests represented in accordance with the Prize Court Rules, copies of which may be procured, either directly or through any Bookseller, from Messrs. Wyman and Sons, Ltd., 29, Breems Buildings, Fetter Lane, London, E.C. With respect to vessels which may be in the custody of the Prize Courts established in the United Kingdom, attention is called to the following notice issued by the Prize Court:—

" PRIZE COURTS.

" Admiralty Marshal's Office,
" Royal Courts of Justice,
" London, W.C.

" (*Registry of the Prize Court in Great Britain and Ireland*),
" August 14, 1914.

" All persons having any interest in cargoes other than enemy cargoes laden on enemy ships captured as prizes, and requiring a release of such cargoes or portion of cargoes, should make enquiries in London at the offices of His Majesty's Procurator-General, Treasury Chambers, Whitehall, and in the case of the outports of the United Kingdom, at the offices of the agents for His Majesty's Procurator-General, whose addresses can be obtained from the Collectors of Customs at such outports.

" His Majesty's Procurator-General will require proof of ownership and particulars as to freight, whether paid or unpaid."

In cases where the title of British subjects or of persons domiciled in allied or neutral States, or of friendly aliens domiciled in this country, who are interested in such cargoes, is clear and established without doubt to the satisfaction of the Procurator-General, such cargoes or portions of cargoes will be released with as little delay as possible, provided that no question of contraband arises, and subject to the adjustment of any matters relating to freight or other charges falling on the cargo. In more doubtful cases recourse to the ordinary Prize Court procedure will be necessary. It will in most cases be convenient that the parties should communicate with the agent of the Procurator-General at the port where the ship is, rather than with the Procurator-General himself.

Due notice will be given of the institution of proceedings in cases in which vessels are in the custody of the Prize Courts in the United Kingdom. Vessels which have been detained in or brought into British ports outside the United Kingdom will be brought before the Prize Courts established in His Majesty's dominions overseas, and interested parties should take steps to have their interests represented before those Courts.

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It is hoped that arrangements may shortly be made for the publication of similar notice in respect of proceedings in those Prize Courts.

His Majesty's Government are endeavouring to obtain from the Governments of France, Russia, and Japan lists of merchant vessels which may be similarly detained or captured by the armed forces of those States. All such information as soon as received will be published in the same way.

A separate notification is being published* as regards German vessels detained in Belgian ports on the outbreak of hostilities.

All the information in the possession of His Majesty's Government will in this way be made public, and it is hoped that the necessity of applying to Government Departments for information in particular cases will be eliminated.

Foreign Office,
August 29, 1914.

LIST OF VESSELS.

Name and Tonnage.	Nationality.	Where Detained.
<i>Adolf</i> (943)	German	Gibraltar.
<i>Adolph</i> (146)	German	Leith.
<i>Albert Clement</i> (1,165) ..	German	South Shields.
<i>Albertine (Steam Trawler)</i> ..	German	†
<i>Alesia</i> (5,144)	German	Rangoon.
<i>Alfred</i> (130)	German	Granton.
<i>Alfrieda</i> (1,860)	German	Bristol.
<i>Altair</i> (3,220)	German	‡
<i>Altje</i> (68)	German	Hull.
<i>Allona</i> (4,312)	German	Melbourne.
<i>Angela</i> (122)	German	Grangemouth.
<i>Apapa (Seagoing Tug)</i> ..	German	Nigeria.
<i>Apolda</i> (4,939)	German	Cape Town.
<i>Arafels</i>	German	Port Adelaide.
<i>Athene</i> (2,470)	German	Sydney, N.S.W.
<i>Attila</i> (3,240)	Austrian	Kirkwall.
<i>Australia</i> (7,485)	German	Colombo.

* See below [p. 172].

† Reported Captured at Sea.

‡ Reported Captured and taken into Port Sudan.

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LIST OF VESSELS.

Name and Tonnage.	Nationality.	Where Detained.
<i>Behrend</i> (141)	German	Arbroath.
<i>Behrens</i>	German	Glasgow.
<i>Belgia</i> (8,132)	German	Newport, Mon.
<i>Bellas</i> (931)	German	Rimouski.
<i>Berlin</i> (<i>Fishing Lugger</i>) ..	German	Wick.
<i>Berlin</i> (4,196)	German	Sydney, N.S.W.
<i>Birkenfels</i> (5,639)	German	Cape Town.
<i>Bismarck</i>	German	South Africa.
<i>Blonde</i> (613)	German	London.
<i>Bolivar</i> (267)	German	Plymouth.
<i>Bradenburgh</i> (<i>A.E.</i> 87) ..	German	Invergordon, Inverness.
<i>Brema</i> (1,537)	German	Swansea.
<i>Buda</i> (3,858)	Austrian	Tyne.
<i>Canstatt</i> (5,930)	German	Brisbane.
<i>Carl</i> (1,993)	German	Cardiff.
<i>Chile</i> (2,182)	German	Cardiff.
<i>Chow-Tai</i>	German	Straits Settlements.
<i>Christian X.</i> (4,956)	German	Captured in Persian Gulf.
<i>Comet</i> (1,471)	German	Seaham, Sunderland.
<i>Conrad</i> (164)	German	Inverness.
<i>Daksa</i> (4,140)	Austrian	Gibraltar.
<i>Dalecrest</i> (4,277)	British	Castleton, Berehaven.
<i>Denebola</i> (1,481)	German	West Hartlepool.
<i>Diana</i> (1,208)	German	Nigeria.
<i>Drei</i>	German	Blyth-Amble.
<i>Dryade</i> (1,831)	German	Warrington.
<i>Dr. Robitzsch</i> (202)	German	Aberdeen.
<i>Eduard</i> (476)	German	Liverpool.
<i>Elfrieda</i> (1,860)	German	Bristol.
<i>Else</i> (223)	German	Falmouth.
<i>Else Kunkel</i> (218)	German	Aberdeen.
<i>Emanuel</i> (141)	German	Blyth-Amble.
<i>Emir</i> (5,514)	German	Gibraltar.
<i>Emma Minlos</i> (1,286)	German	Middlesbro'
<i>Erica</i> (141)	German	Rochester.
<i>Erna Boldt</i> (1,731)	German	London.
<i>Erymanthos</i> (2,934)	German	Malta.
<i>Ferm</i>	Norwegian	Newcastle, N.S.W.
<i>Fiducia</i> (123)	German	Yarmouth.
<i>Frankenfels</i> (5,854)	German	Calcutta.
<i>Franz Fischer</i> (970)	German	Sharpness, Gloucester.

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LIST OF VESSELS.

Name and Tonnage.	Nationality.	Where Detained.
<i>Franz Horn</i> (1,314)	German	London.
<i>Freienfels</i> (5,633)	German	Calcutta.
<i>Frida</i> (99)	German	Leith.
<i>Frieda</i> (<i>Galliot</i>) (63)	German	Hull.
<i>Furth</i> (4,229)	German	Colombo.
<i>Gebrüder</i> (73)	German	Alloa.
<i>Gemma</i> (1,385)	German	Blyth.
<i>Georg</i> (945)	German	Gibraltar.
<i>George Harper</i> (1,612)	German	Grimsby.
<i>Gerhard</i> (<i>schooner</i>)	German	Boston, Linc.
<i>Germania</i> (<i>Yacht</i>) (164)	German	Southampton.
<i>Germania</i> (1,096)	German	Sydney.
<i>Geschurster</i> (56)	German	Blyth-Amble.
<i>Greenbank</i> (3,881)	British	Cardiff.
<i>Greifswald</i> (5,486)	German	Fremantle.
<i>Gria</i>	German	Sydney, N.S.W.
<i>Hamm</i> (4,598)	German	Cape Town.
<i>Hammel Werders</i> (87)	German	Aberdeen.
<i>Hanna Larsen</i> (1,310)	German	Southampton.
<i>Hans Hemsoth</i> (2,487)	German	Blyth.
<i>Hans Jost</i> (954)	German	Grangemouth.
<i>Hans Leonhardt</i> (1,273)	German	London.
<i>Hans Otto</i>	German	Blyth.
<i>Hartside</i> (2,740)	British	Portland.
<i>Heinrich</i> (75)	German	London.
<i>Helmuth</i> (<i>Tug</i>)	German	Zanzibar.
<i>Henry Furst</i> (1,498)	German	Newcastle.
<i>Herbert Fischer</i> (938)	German	Poole.
<i>Hercules</i> (1,095)	German	Liverpool.
<i>Hermann</i> (2,030)	German	Dysart.
<i>Hobart</i> (5,923)	German	Melbourne.
<i>Hochfeld</i> (3,689)	German	*
<i>Hornsund</i> (3,643)	German	Manchester.
<i>Horst Martini</i> (946)	German	Newport, Mon.
<i>Ida</i> (4,730)	Austrian	Quebec.
<i>Iolo</i> (3,903)	British	Cardiff.
<i>Izrada</i> (3,539)	Austrian	Falmouth. †
<i>Johanna</i> (223)	German	Falmouth.
<i>Joszeł Agost Fohereczeg</i>	Austrian	Ceylon.
<i>Karpat</i> (5,056)	Austrian	South Shields.
<i>Katharina</i> (95)	German	Dysart.

* Reported Captured near St. Vincent (Cape Verde).

† Since arrived at London.

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LIST OF VESSELS.

Name and Tonnage.	Nationality.	Where Detained.
<i>Katharina</i> (137)	German	London.
<i>Kostrena</i> (2,531)	Austrian	Weymouth.
<i>Kronprinzessin Cecilie</i> (8,684)	German	London.
<i>Kumeric</i> (6,232)	British	Liverpool.
<i>Kurmark</i> (5,137)	German	Calcutta.
<i>Leda</i> (6,766)	German	Bermuda.
<i>Levensau</i> (2,153)	German	Hull.
<i>Lina</i> (62)	German	Burntisland.
<i>Lindenfels</i> (5,476)	German	Aden.
<i>Llanberis</i> (4,064)	British	Cardiff.
<i>Llanishen</i> (3,837)	British	Cardiff.
<i>Lockwell</i> (3,536)	British	Cardiff.
<i>Lothringen</i> (5,002)	German	Melbourne.
<i>Lucida</i> (1,476)	German	Hull.
<i>Marie Glaeser</i> (1,317)	German	Glasgow.
<i>Marie Leonhardt</i> (1,468)	German	London.
<i>Melbourne</i> (5,926)	German	Sydney, N.S.W.
<i>Mientze</i> (93)	German	Borrowstoness.
<i>Mietzing</i> (514)	German	Borrowstoness.
<i>Moltkefels</i> (4,921)	German	Colombo.
<i>Mowe</i> (59)	German	Leith.
<i>Naula</i> (1,137)	German	Leith.
<i>Nautor</i> (708)	German	Leith.
<i>Nephrite</i> (673)	British	Middlesbrough.
<i>Neptun</i> (197)	German	Chatham.
<i>Neumunster</i> (4,224)	German	Fremantle.
<i>Nyland</i> (1,533)	German	Hull.
<i>Oberhausen</i> (4,322)	German	Hobart.
<i>Occident</i> (813)	German	London.
<i>Oceano</i> (4,657)	British	Cardiff.
<i>Odessa</i> (3,046)	German	Cork (Castletown, Berehaven).
<i>Olinda</i>	German	Newcastle, N.S.W.
<i>Oriental (Yacht)</i>	Austrian	Southampton.
<i>Orteric</i> (6,535)	British	Queenstown.
<i>Osnabruck</i> (4,240)	German	Sydney, N.S.W.
<i>Ostpreussen</i> (1,755)	German	Blyth.
<i>Otto</i> (152)	German	Leith.
<i>Ottokar</i> (957)	German	Plymouth.
<i>Pagenturm</i> (5,000)	German	Calcutta.
<i>Perkeo</i> (3,765)	German	London.
<i>Perla</i> (5,355)	Austrian	Calcutta.
<i>Pfalz</i>	German	Melbourne.

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LIST OF VESSELS.

Name and Tonnage.	Nationality.	Where Detained.
<i>Porto</i> (1,812)	German	Guernsey Roads.*
<i>Prinz Sigismund</i>	German	Brisbane.
<i>Prinz Adalbert</i> (6,030)	German	London.
<i>Professor Woermann</i> (6,061)	German	Sierra Leone.
<i>Prosper</i> (759)	German	London.
<i>Providentia</i> (2,970)	German	Manchester.
<i>Quarta</i>	German	Straits Settlements.
<i>Rajaburi</i>	German	Hongkong.
<i>Ranee</i>	German	Straits Settlements.
<i>Rappenfels</i> (5,883)	German	Colombo.
<i>R. C. Rickmers</i> (5,548)	German	Cardiff.
<i>Recina</i>	Austrian	Sunderland.
<i>Reichenfels</i> (4,679)	German	Colombo.
<i>Rheinfels</i> (5,512)	German	Bombay.
<i>Rhenania</i> (874)	German	Blyth-Amble.
<i>Riga</i> (2,156)	German	Gibraltar.
<i>Roland</i> (1,377)	German	Plymouth.
<i>Rotenfels</i> (5,589)	German	Calcutta.
<i>Rothersand</i> (140)	German	Kirkcaldy.
<i>Rufidji</i> (5,442)	German	Simon's Bay.
<i>Rutgert Vinnen</i>	German	Sydney, N.S.W.
<i>Sabbia</i> (2,752)	Austrian	Tyne.
<i>Sandakan</i>	German	Straits Settlements.
<i>Santa Catharina</i> (4,247)	German	†
<i>Scharzfels</i> (5,513)	German	Adelaide.
<i>Schlesein</i> (5,536)	German	Plymouth.
<i>Schneefels</i> (5,826)	German	Gibraltar.
<i>Schwarzenbek</i> (1,970)	German	Cardiff.
<i>Seeadler</i>	German	South Africa.
<i>Senator Dantziger</i> (164)	German	Tralee.
<i>Senegambia</i> (3,780)	German	‡
<i>Serak</i> (4,680)	German	Cardiff.
<i>Signal</i> (1,449)	German	Brisbane.
<i>Soldier Prince</i> (3,118)	British	London.
<i>Southfield</i> (3,506)	British	§
<i>Steinturm</i> (5,266)	German	Colombo.
<i>Stella Maris (Yacht)</i> (29)	German	Southampton.
<i>Stolzenfels</i> (5,553)	German	Sydney, N.S.W.

* Captured and brought in by French Warship.

† Captured at sea and taken into Rio de Janeiro.

‡ Captured near Tsingtau.

§ Particulars not yet available.

DOCUMENTARY HISTORY—NAVAL

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LIST OF VESSELS.

Name and Tonnage.	Nationality.	Where Detained.
<i>Sturmvoegel</i>	German	South Africa.
<i>Sumatra</i> (7,484)	German	Sydney, N.S.W.
<i>Susan Vinnen</i>	German	Newcastle, N.S.W.
<i>Syra</i> (3,597)	German	Gibraltar.
<i>Tergeste</i> (4,272)	Austrian	Sunderland.
<i>Terpsichore</i> (2,025)	German	Limerick.
<i>Theodor</i> (207)	German	Lynn.
<i>Theodore</i> (205)	German	Granton.
<i>Tiberius</i> (4,149)	German	Sydney.
<i>Tilly</i> (109)	German	Grangemouth.
<i>Tommi</i> (138)	German	London.
<i>Tredegar Hall</i> (3,764)	British	Portland.
<i>Trifels</i> (5,750)	German	Colombo.
<i>Trostburg</i> (6,342)	German	Calcutta.
<i>Turul</i> (3,530)	Austrian	Sydney, N.S.W.
<i>Ulla Boog</i> (1,698)	German	Barry.
<i>Ursus</i> (2,190)	German	Hull.
<i>Varzin</i> (4,455)	German	Perim.
<i>Vianna</i> (400)	German	Granton.
<i>Wartenfels</i> (4,511)	German	Aden.
<i>Warturm</i> (4,965)	German	Bombay.
<i>Wega</i> (839)	German	Alloa.
<i>Welle</i> (117)	German	Aberdeen.
<i>Weser</i> (181)	German	Poole.
<i>Wildenfels</i> (5,512)	German	Melbourne.
<i>Wilhelm</i> (1,259)	German	Glasgow.
<i>Wilhelm</i> (274)	German	Fowey.
<i>Wilhelm Behrens</i> (1,259)	German	Glasgow.
<i>Wotan</i>	German	Newcastle, N.S.W.
<i>Zichy</i> (1,877)	Austrian	Malta.

German Merchant Vessels Detained at Antwerp on the Outbreak of Hostilities.

His Majesty's Government have received information that certain German merchant vessels, the names of which are shown in the list hereunder, have been detained by the Belgian authorities at Antwerp on the outbreak of hostilities, and that a Commission has been constituted, by Decree of

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August 11th, 1914, to prepare inventories of the cargoes of these vessels, discriminating between enemy goods and those owned by the subjects of allied or neutral States.

By a further Decree of August 17th, 1914, it is provided that claims arising in consequence of the capture of enemy and neutral vessels and their cargoes shall be submitted to the Tribunal of First Instance at Antwerp, to whom the above Commission is to report.

It is therefore desirable that British subjects interested in such cargoes should take steps in order to protect their interests before the Tribunal by furnishing to their agents at Antwerp documentary evidence in support of their claims, employing for the purpose such legal assistance as may be necessary.

In the meantime His Majesty's Consul-General at Antwerp is taking steps to safeguard the interests of British cargo owners, under Article 3 of the Decree of August 11th, 1914, which provides for the intervention before the Commission of the Consular officer of the country concerned.

LIST OF VESSELS.

s.s. <i>Almeria</i> .	s.s. <i>Huberfels</i> .
s.s. <i>Andree Rickmers</i> .	s.s. <i>Jade</i> .
s.s. <i>Atto</i> .	s.s. <i>Kalliope</i> .
s.s. <i>Bellona</i> .	s.s. <i>Kandelfels</i> .
s.s. <i>Christine Sell</i> .	s.s. <i>Lesbos</i> .
s.s. <i>Croatia</i> .	s.s. <i>Lipsos</i> .
s.s. <i>Delia</i> .	s.s. <i>Portimao</i> .
s.s. <i>Delos</i> .	s.s. <i>Santa Fe</i> .
s.s. <i>Elbing</i> .	s.s. <i>Schildturm</i> .
s.s. <i>Elisabeth Rickmers</i> .	s.s. <i>Sines</i> .
s.s. <i>Erika</i> .	s.s. <i>Sirius</i> .
s.s. <i>Feronia</i> .	s.s. <i>Tasmania</i> .
s.s. <i>Ganelon</i> .	s.s. <i>Totmes</i> .
s.s. <i>Gneisnau</i> .	s.s. <i>Ursula</i> .
s.s. <i>Hanau</i> .	s.s. <i>Wartburg</i> .
s.s. <i>Hermes</i> .	Schooner <i>Columbus</i> .
s.s. <i>Hispania</i> .	Barque <i>Perim</i> .

Foreign Office,
August 29, 1914.

German Vessels Reported to be in Ports of the Suez Canal.

<i>Annaberg</i> (4,463)	..	..	..	..	..	..	Suez.
<i>Anne Rickmers</i> (4,083)	..	..	..	..	..	..	Port Said.
<i>Barenfels</i> (5,398)	..	..	..	..	..	..	Port Said.
<i>Derfflinger</i> (9,144)	..	..	..	..	..	..	Port Said.
<i>Goslar</i> (4,331)	..	..	..	..	..	..	Suez.
<i>Gutenfels</i> (5,528)	..	..	..	..	..	..	Port Said.
<i>Helgoland</i> (5,666)	..	..	..	..	..	..	Port Said.
<i>Istria</i> (4,221)	..	..	..	..	..	..	Suez.
<i>Lauterfels</i> (5,811)	..	..	..	..	..	..	Port Said.
<i>Lutzow</i> (8,826)	..	..	..	..	..	..	Suez.
<i>Pindos</i> (2,934)	..	..	..	..	..	..	Port Said.
<i>Rabenfels</i> (4,629)	..	..	..	..	..	..	Port Said.
<i>Rostock</i> (2,456)	..	..	..	..	..	..	Port Said.
<i>Sudmark</i> (5,113)	..	..	..	..	..	..	Suez.
<i>Weidenfels</i> (4,514)	..	..	..	..	..	..	Port Said.

[No lists, similar to the above, of British merchant vessels detained, captured, sunk or otherwise destroyed appear to have been published in the *London Gazette*. But a complete list of all such vessels up to date July 26th, 1915, has been compiled at Lloyd's, and this list will be printed under that date in a subsequent volume.]

ADMIRALTY MONTHLY ORDERS.

September 1, 1914.

85.—*Appointments as A.D.C. and Good Service Pensions for Naval and Marine Officers.*

IT has been decided to abolish the emoluments attaching to the appointments of Naval and Marine A.D.C. to the King, and in future officers appointed as A.D.C. will simply be allowed the expenses incurred by them as at present when ordered for duty with His Majesty. This decision will not apply to any A.D.C., paid or unpaid, now on the list.

The number of Good Service pensions of £150 a year will be increased to eighteen for Captains and to four in the case of Colonels and Lieutenant-Colonels of the Royal Marines. An officer will be eligible to receive a Good Service pension although holding an appointment as A.D.C., and *vice versa*.

Colonels and Lieutenant-Colonels of Royal Marines appointed to a Good Service pension after this date will in every case vacate the pension on retirement, and no addition will be made to their retired pay on account of such pension held by them.

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Three Good Service pensions for retired officers of the Accountant Branch have been instituted, and these pensions will be awarded as funds become available under the foregoing revised arrangement.

87.—*R.N.R. and R.N.V.R.—Rank of Lieutenant-Commander.*

THE rank of Lieutenant-Commander has been established as a substantive rank in the Royal Naval Reserve and the Royal Naval Volunteer Reserve respectively, to replace the rank of Lieutenant of eight years' seniority in those forces.

99.—*R.F.R. and R.N.R.—Payment of War Retainer.*

WITH reference to Article 101, Royal Fleet Reserve Regulations, the following instructions are to be observed :

The War Retainer is to date from the 2nd instant, inclusive, and to be credited on the Ship's Ledger and paid (when paid in cash) in conjunction with pay. In the case of men who desire payment to their wives or dependent relatives of a portion of such Retainer and pay, allotments should be declared (on Form S. 63) for payment monthly and based on the combined amounts.

100.—*Immediate Class R.F.R.—Pay.*

IMMEDIATE Class R.F.R. embarked are to be paid as if embarked for training for the full twenty-eight days from joining ship, *i.e.*, to August 9th inclusive. From August 10th, 1914, they are to receive the Continuous Service pay of the rating (substantive and non-substantive) in which they are enrolled and pay for any good conduct badges worn by them when last serving. Men of the Immediate Class are embarked in the following ships :

<i>Euryalus.</i>	<i>King Alfred.</i>	<i>Bacchante.</i>
<i>Cressy.</i>	<i>Jupiter.</i>	<i>Majestic.</i>
<i>Aboukir.</i>	<i>Albion.</i>	<i>Cæsar.</i>
<i>Leviathan.</i>	<i>Charybdis.</i>	<i>Prince George.</i>
<i>Good Hope.</i>	<i>Hannibal.</i>	<i>Illustrious.</i>
<i>Drake.</i>	<i>Victorious.</i>	<i>Sapphire.</i>

101.—*National Insurance Acts.—Insurance of Naval Reservists Mobilised for War.*

IT is notified that :

(i.) All Naval Reservists, including Pensioners, who are mobilised are to be regarded from the date of mobilisation as Active Service ratings for the purposes of National Insurance, *i.e.*, those who were insured in civil life are to be charged on the Ship's Ledger 1½d. per week in respect of the insurance contribution, and afterwards the men's contributions will be accounted for to their Societies by the Admiralty.

(ii.) The names of the men's Approved Societies, together with their membership numbers therein, are to be inserted against their names on the Ships' Ledgers. It is important that this information should not be omitted in any case.

(iii.) Contributions in respect of Unemployment Insurance are not to be made whilst men, who were so insured in civil life, are mobilised for war.

SEPTEMBER.

MESSAGE OF ADMIRAL GERVAIS TO THE FRENCH
FLEET.

TO THE SEAMEN OF FRANCE.

September 2, 1914.

DEAR SAILORS, MY COMRADES,

AN old officer, once your commander-in-chief, who, passionately devoted to the Navy and to France, has served among you for over fifty years, asks for the high honour of addressing a few words to you in the *Bulletin des Armées*, that noble and touching publication in which the soul of our country communes with that of its children, the brave men who are fighting for its existence.

Stricken with grief at being forced to remain in useless retirement and at having experienced the final disillusion of the dream to which he had devoted his life, he at least desires, at this tragic moment, to tell you of the sentiments which inspire him.

The thoughts of all Frenchmen go forth to their Army which is defending their sacred soil, at a moment of tense expectation at once full of anguish and of hope.

But you too, my comrades, are entitled to expect that we should think of you with love and with faith. Your part is a great one, your task is a lofty one, and already your action has been marked by distinguished services. Yet the work that lies before you is only just beginning to disclose itself, you will go forth to it with a fearless impulse and resolve to surround with a halo of glory the flag which flies on the poops of our ships.

I know the men you are, I know your steadfast courage, your ardour without a rival, your endurance which cannot tire, I know that the words *Honneur et Patrie* are engraven in your hearts, as they are on the bulkheads of your upper decks. I know also your splendid training under chiefs who, being worthy of you, enjoy your entire confidence. I know, in fine, that whatever happens, they can ask everything of you even to the supreme sacrifice.

It is not words of encouragement that will issue from my lips. No, no! I only want to tell you that multitudes of hearts beat in unison with yours while they await the story of your exploits against the accursed enemy, that good wishes ardent and abundant follow you in your efforts, not merely from Frenchmen attached by ties of blood to the great family of the sea, but from thousands and thousands of others who since the terrible year of our humiliation have learnt to know and appreciate at their true worth the things and the people of the sea.

So act, my comrades, that the people at large may join with such as these in applauding you without restraint, and may winged victory soar over you as over your brethren of the Army.

To-day is the crusade of civilisation against barbarism. Forward! Forward! and let the ancient motto of our fathers ever rise to your view in the day of battle—*Honneur au mieux faisant*.

Because I have been one of yourselves, I greet you from afar from the very depths of my soul.

GERVAIS,
Vice-Admiral.

[This Address was published in the French *Bulletin des Armées* in September, 1914.]

FRENCH BOMBARDMENT OF CATTARO.

(Official.)

Vienna, September 3.

K.V.

On the morning of September 1st the French Mediterranean Fleet, consisting of sixteen battleships and armoured cruisers, with numerous torpedo boats, appeared at the entrance of the Bay of Cattaro, at long range. They fired

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forty shots from heavy calibre guns on to the ancient fort of Punta d'Ostro without inflicting any damage on it. Three men of the garrison were wounded. The fleet then steamed for a short distance in a North-Westerly direction, then turned on a Southerly course as if to leave the Adriatic. This is clearly a useless demonstration by the French Fleet on our South coast.

GERMAN MERCHANT VESSELS DETAINED AT
ANTWERP.

Foreign Office, September 3, 1914.

His Majesty's Consul-General at Antwerp reports that, *L.G.* as the outcome of consultation with the Commission appointed to investigate such claims, it has been decided that the most satisfactory method of dealing with the matter would be for a British firm of high standing at Antwerp to undertake to represent the interested parties. Liberty would at the same time be reserved for those who wish to appoint their own agents.

Messrs. Gellatly Hankey and Company, of Antwerp, have in the meantime been good enough to offer their services for the purpose, and this offer has been accepted in the general interests of the British firms concerned.

British owners of cargo on those vessels, who may desire that their interests should be so represented, are accordingly advised to communicate in the matter with Messrs. Gellatly Hankey and Company at Antwerp, and to forward to that firm such documentary evidence as may be necessary to substantiate their claims.

H.M.S. "SPEEDY" SUNK.

September 4.

A report from the Commanding Officer of His Majesty's *P.B.* Ship *Speedy* states that the steamdrifter *Linsdell* struck a mine yesterday morning thirty miles off the East Coast and sank. A quarter of an hour later His Majesty's Ship *Speedy* also struck a mine and sank. The casualties reported are as follows :

“*Speedy*.”

Missing : E. A. Claxton, officer's steward, second class, pensioner, official number 157,283.

Seriously injured : Mr. Alfred S. Bright, gunner ; Frederick William Lee, petty officer, official number 200,081.

“*Linsdell*.”

Missing : Skipper, Mr. Woodgate, R.N.R., and four members of the crew.

The remainder of the crew had been picked up by the *Speedy* before she struck the second mine.

The *Speedy* was an old torpedo-gunboat of 810 tons and moderate speed, and was built in 1893. Her armament consisted of two 4·7-in. guns and four 3-pounders. Prior to the declaration of war she was engaged on fishery protection duties in the North Sea.

LOSS OF THE “*PATHFINDER*.”

The Secretary to the Admiralty communicated the following announcement for publication late last night :—

“H.M.S. *Pathfinder*, Captain Francis Martin Leake, struck a mine to-day, at 4.30 p.m., about twenty miles off the East Coast and foundered very rapidly.

“The loss of life has probably been heavy.

“The *Pathfinder* was a light cruiser of 2,940 tons and 25 knots speed, armed with nine 4-in. guns. She was built in 1904.”

Admiralty, September 6.

The Secretary of the Admiralty regrets to announce that the following casualties among officers have been reported as the result of the loss of H.M.S. *Pathfinder* :—

Dead : Paymaster Sydney W. Finch.

Missing : Lieutenant-Commander E. T. Favell, Lieutenant Gerald Leather, Lieutenant E. J. Carter, Engineer-Lieutenant-Commander T. A. Venning, Gunner H. E. Morrison, Gunner E. F. Bright, Signal Boatswain P. H. Ford, Artificer-Engineer James McKay.

Seriously Wounded : Staff Surgeon T. A. Smyth.

Wounded : Captain F. M. Leake.

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Berlin, September 23.

From official sources it is announced that the loss of *K.V.* the British cruiser *Pathfinder* on September 5th in the Firth of Forth can be traced to a German submarine, which was U 21, commanded by Lieutenant-Commander Hersing.

 WILSON LINER SUNK.

The Press Bureau issued the following at 1.30 yesterday afternoon: *Times, Sept. 7, 1914.*

"The Admiralty announces that the Wilson liner *Runo* was sunk by a mine at 4.35 p.m. yesterday, about twenty miles off the East Coast. All the crew and passengers were saved except about twenty Russian emigrants."

REMOVAL OF AIDS TO NAVIGATION.

The Secretary to the Admiralty makes the following *ibid.* announcement:

"All aids to navigation on the East Coast of England and Scotland, both by day and night, may be removed at any time and without any further warning than is contained in this announcement."

BRITISH FISHING FLEET SUNK.

The Press Bureau have also issued the following: *ibid.*

"The Admiralty announces that a German squadron, consisting of two cruisers and four destroyers, has succeeded in sinking fifteen British fishing boats in the North Sea.

"A quantity of fish was captured and the crew of fishermen taken to Wilhelmshaven as prisoners of war."

THE ROYAL NAVAL DIVISION.

The Secretary of the Admiralty communicates the following through the Press Bureau: *P.B., Sept. 6.*

After providing for all present and foreseeable future needs of the Fleets at sea, there remained available a large number of men belonging to the Royal Marines, Royal Naval Volunteer Reserve, Royal Fleet Reserve, and Royal Naval

Reserve. A portion of these have been organised into one marine and two naval brigades, the whole comprising the infantry of one division, to be called the Royal Naval Division.

The marine brigade, for the organisation of which all preparations had been made before the war, has been for some time in being at a strength of 3,000, and has already been employed on active service at Ostend. The two naval brigades have been organised in the first instance at a strength of 3,750 each, and have been in camp since August 19th. The cadres of their eight battalions have been formed from the Royal Naval Volunteer Reserve, the Royal Fleet Reserve men and Royal Naval Reserve men forming on these as they were despatched from the ports. The three brigades were fully constituted by August 24th, and entered at once upon a period of field training to fit them for service abroad if required in the New Year. Meanwhile they will be organised and trained under the Admiralty, and will remain available for service afloat should any unexpected needs arise. The eight battalions of the two naval brigades will each be named after an admiral, as follows :

FIRST ROYAL NAVAL BRIGADE.

Drake (1st), Benbow (2nd), Hawke (3rd), Collingwood (4th).

SECOND ROYAL NAVAL BRIGADE.

Nelson (5th), Howe (6th), Hood (7th), Anson (8th).

ROYAL MARINE BRIGADE.

9th, 10th, 11th, 12th Battalions.

The King has been pleased to approve the appointment of the following officers as Honorary Colonels of the several brigades :

Admiral of the Fleet Lord Fisher of Kilverstone, G.C.B., O.M., G.C.V.O., First Royal Naval Brigade.

Admiral of the Fleet Sir Arthur K. Wilson, G.C.B., O.M., G.C.V.O., Second Royal Naval Brigade.

Admiral Lord Charles Beresford, G.C.B., G.C.V.O., M.P., Royal Marine Brigade.

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The uniform of the two naval brigades will be naval uniform executed in khaki. The Royal Naval Division will be completely equipped in all respects by the Admiralty with field hospitals, transport, ammunition column, signal companies, cyclists, motor-cars, and machine guns. An aeroplane squadron from the Naval Wing, complete with transport, &c., will be available when required. If at any time the naval situation becomes sufficiently favourable to enable this force to be definitely released by the Admiralty for military duty, it will be handed over intact to the Army for general service. The training, discipline, experience, and quality which the personnel already possess should, after five or six months' special instruction in field duties, enable units of high quality to be produced. The prospects of the Royal Naval Division having opportunities of winning distinction on the Continent are therefore good.

Three-fourths of the commissioned officers are already available. Vacancies exist, however, for from 25 to 30 subalterns of the Royal Marines and from 50 to 60 lieutenants, sub-lieutenants, and midshipmen of the Royal Naval Volunteer Reserve. These vacancies will be filled by the direct recruitment of young men of high character and education. Previous knowledge of the profession of arms is not indispensable, provided other qualities are exceptional. Candidates should apply through the Secretary of the Admiralty, when they will be examined by a committee who will submit recommendations to the First Lord. They may join the Royal Marines or the Royal Naval Volunteer Reserve either permanently in the ordinary way or on a special engagement to serve for the duration of the war.

The present strength of the division under arms is 10,000, and in view of the great influx of volunteers for Lord Kitchen-er's Army, it has been decided, at the request of the War Office, to raise the establishment of the division immediately to approximately 15,000 men. Vacancies therefore exist for 5,000 men for immediate incorporation in the two naval brigades, and volunteers of good quality and character will be accepted. The pay, allowances, pensions, and gratuities, and other conditions of service will be the same as for the Regular Army, subject to the fact that no naval rating or Royal Marine is a loser by the change.

Special arrangements will be made to enable groups and parties of volunteers who are friends or neighbours to serve together in the same company.

WINSTON S. CHURCHILL.

Times,
Sept. 8,
1914.

The Press Bureau early this morning issued the following communiqué from the Secretary of the Admiralty with reference to the Royal Naval Division :

COMMISSIONS.—A committee is being constituted to select candidates for commissions of the Royal Naval Division, and its address will be published in due course, to which applications may be made. Pending the publication of this address no application should be made either to the Admiralty or to 41, Charing Cross.

ENLISTMENT.—With reference to the statements which have appeared in the Press, no applications for enlistment should be made either personally or by letter to 41, Charing Cross. In due course a public announcement will be made with regard to the recruiting centres at which men desirous of enlisting should apply.

A TRAWLER MINED.

P.B.,
Sept. 7.

The Admiralty have received a report that the Hull steam trawler *Imperialist*, H 250, was blown up by a mine off the Tyne at midnight on Sunday, September 6th.

Ten survivors of the crew were picked up in their own boat by the trawler *Rhodesian*, of Scarborough, and landed at North Shields this morning. The skipper and spare hand are missing.

BRITISH SHIPS IN ENEMY PORTS.

House of Commons, September 9.

Hansard.

THE PRESIDENT OF THE BOARD OF TRADE (MR. RUNCIMAN), in reply to Mr. Henry Terrell, said: The question whether any relief or assistance, apart from the Government insurance scheme, can be given to the owners of ships and cargoes which are detained in enemy ports, will be considered; but, as at present advised, I am somewhat doubtful whether anything can be done in the way suggested by the hon. Gentleman.

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LOSS OF THE " OCEANIC."

Admiralty, September 9.

The armed merchant cruiser *Oceanic*, of the White Star Line, was wrecked yesterday near the North Coast of Scotland, and has become a total loss.

All the officers and crew were saved.

BRITISH SWEEP OF THE NORTH SEA.

Admiralty, September 10.

Yesterday and to-day strong and numerous squadrons and flotillas have made a complete sweep of the North Sea up to and into the Heligoland Bight. The German Fleet made no attempt to interfere with our movements and no German ship of any kind was seen at sea.

CABLE CUT AT FANNING ISLAND.

Telegrams received from Fanning Island state that the *Times*, *Nürnberg* approached that station flying the French flag, and was thus able to land a force unopposed and cut the cable. *Sept. 10, 1914.*
—*Reuter.*

FOREIGN PILOTS WITH BRITISH CERTIFICATES.

House of Commons, September 10.

MR. PETO asked the President of the Board of Trade *Hansard.* whether the navigating officer of the *Königin Luise* had been captain of a ship running between Bremen and London and held a pilot's certificate for the Thames; and if so, whether, in view of the extended use of mines against commercial shipping as well as naval shipping in the present war, he will take steps to introduce legislation at an early date to prohibit the granting of pilot's certificates for any port in the British Isles, whether commercial or naval, to any person not of British birth and parentage?

MR. RUNCIMAN: I am making inquiry as regards the first part of the question. As regards the latter part the Admiralty already possesses power under Section 24 of the Pilotage Act, 1913, to make an Order prohibiting the grant

of pilotage certificates to alien masters and mates in districts where they think it desirable, and they have made such Orders for the London and several other districts. I do not think that further legislation on the point is necessary.

NAVAL PENSIONERS (POSITION IN RANKS).

House of Commons, September 10.

Hansard.

MR. FALLE asked the Financial Secretary to the Admiralty if he is aware that Naval Pensioners (not Reservists) are, when asked to volunteer, placed in positions inferior to that which they occupied on leaving the Service, inferior as regards position and pay, and further that the embarkation allowance of 8½d. per day promised for the test mobilisation has not been paid?

DR. MACNAMARA: It is not clear, having regard to the expression "when asked to volunteer," whether reference is made to the recent test mobilisation or to the actual mobilisation ordered on August 2nd. At the test mobilisation all pensioners were allowed the ratings which they held in the active Service. On mobilisation, the instructions for mobilisation (Article 85) provide that pensioners shall be given the pay of the ratings in which they serve and actually do duty, but as far as the exigencies of the Service admit they are given ratings not inferior to those they held on being pensioned. It is therefore possible that certain men may have been given ratings inferior to those they held in the active Service. The embarkation allowance of 8½d. a day is paid for voluntary service in the Fleet during manœuvres, &c. (which would include the recent test mobilisation), but is not payable for compulsory service when called out by Proclamation.

MINE LAYING ON HIGH SEAS.

House of Commons, September 10.

Hansard.

MR. FELL asked the First Lord of the Admiralty how he proposes to treat the question of the placing of mines on the high seas in the routes followed by merchant shipping; and what steps will be taken against any persons captured whilst engaged in laying such mines?

DOCUMENTARY HISTORY—NAVAL

DR. MACNAMARA (PARLIAMENTARY SECRETARY TO THE ADMIRALTY): I can assure the hon. Member that this important question is engaging the earnest attention of the Admiralty. More than that it would not be in the public interest to say, except this—that all persons caught laying mines under a neutral flag will be tried by court martial.

MR. COWAN: Has the First Lord of the Admiralty considered the desirability of manning the vessels engaged in mine-sweeping with German prisoners?

MR. FELL: May I ask if those men will be specially treated, or if they will be treated as ordinary prisoners of war engaged in legal warfare?

DR. MACNAMARA: I would say generally in this, as in all other matters, we will proceed with a strict and scrupulous regard for established law.

CAPTURE OF A GERMAN AUXILIARY CRUISER.

Kingston (Jamaica), September 10.

A British warship brought the German steamer *Bethania* in here this afternoon as a prize of war, with 400 prisoners on board. *Times*, Sept. 12, 1914.

September 11.

The *Bethania*, which was captured on Monday, had on board 600 tons of coal and six months' provisions for the German cruisers *Dresden* and *Karlsruhe*. The liner threw overboard her armament as an auxiliary cruiser before she was taken. Her crew have been placed in a detention camp.—*Reuter*.

The Admiralty state that most of the men who have been taken prisoners on board the *Bethania* are the crew of the *Kaiser Wilhelm der Grosse*, who escaped in a collier when she was captured and sunk by H.M.S. *Highflyer* off the Oro River on the West Coast of Africa, at the end of last month.

LORD FISHER TO HIS BRIGADE.

LORD FISHER TO COMMODORE WILFRED HENDERSON, COMMANDING 1ST BRIGADE ROYAL NAVAL DIVISION.

Tell the 1st Royal Naval Brigade how very deeply I appreciate the privilege of being their Honorary Colonel. I am coming to see them immediately. *Times*, Sept. 11, 1914.

Tell them to look forward to splendid duty both by sea and land.

Our island history is full of glorious deeds of Sailors' Brigades in every war.

Let us beat the record!

A fight to a finish!

FISHER,

Admiral of the Fleet.

September 9, 1914.

MR. CHURCHILL AT THE LONDON OPERA HOUSE.

September 11.

Times,
Sept. 12,
1914.

MR. WINSTON CHURCHILL said:—These are serious times, and though we meet here in an abode of diversion and of pleasure in times of peace, and although we wish and mean to rouse and encourage each other in every way, yet we are not here for purposes of merriment or jollification. I am quite sure I associate my two friends who are here to-night and who are to speak after me, and my noble friend, your chairman, with me when I say that we regard the cheers with which you have received us as being offered to us only because they are meant for our soldiers in the field and our sailors upon the sea, and it is in that sense that we accept them and thank you for them.

We meet here together in serious times, but I come to you to-night in good heart and with good confidence for the future and for the task upon which we are engaged. It is too soon to speculate upon the results of the great battle which is waging in France. Everything that we have heard during four long days of anxiety seems to point to a marked and substantial turning of the tide.

We have seen the forces of the French and British Armies strong enough not only to contain and check the devastating avalanche which had swept across the French frontier, but now at last, not for an hour or for a day, but for four long days in succession, it has been rolled steadily back. With battles taking place over a front of 100 or 150 miles one must be very careful not to build high hopes on results which are achieved even in a great area of the field of war. We are not children looking for light and vain encouragement, but men engaged upon a task which has got to be put through. Still,

when every allowance has been made for the uncertainty with which these great operations are always enshrouded, I think it only fair and right to say that the situation to-night is better, far better, than a cold calculation of the forces available on both sides before the war should have led us to expect at this early stage.

It is quite clear that what is happening now is not what the Germans planned and they have yet to show that they can adapt themselves to the force of circumstances created by the military power of their enemies with the same efficiency that they have undoubtedly shown in regard to plans long prepared, methodically worked out, and executed with the precision of deliberation.

The battle, I say, gives us every reason to meet together to-night in good heart. But let me tell you frankly that if this battle had been as disastrous as, thank God, it appears to be triumphant, I should come before you with unabated confidence and with the certainty that we have only to continue in our efforts to bring this war to the conclusion which we wish and intend.

We did not enter upon this war with the hope of easy victory; we did not enter upon it in any desire to extend our territory, or to advance and increase our position in the world; or in any romantic desire to shed our blood and spend our money in Continental quarrels. We entered upon this war reluctantly after we had made every effort compatible with honour to avoid being drawn in, and we entered upon it with a full realisation of the sufferings, losses, disappointments, vexations, and anxieties, and of the appalling and sustained exertions which would be entailed upon us by our action. The war will be long and sombre. It will have many reverses of fortune and many hopes falsified by subsequent events, and we must derive from our cause and from the strength that is in us, and from the traditions and history of our race, and from the support and aid of our Empire all over the world the means to make this country overcome obstacles of all kinds and continue to the end of the furrow, whatever the toil and suffering may be.

But though we entered this war with no illusions as to the incidents which will mark its progress, as to the ebb and flow of fortune in this and that part of the gigantic field over

which it is waged, we entered it, and entered it rightly, with the sure and strong hope and expectation of bringing it to a victorious conclusion. I am quite certain that if we, the people of the British Empire, choose, whatever may happen in the interval, we can in the end make this war finish in accordance with our interests and the interests of civilisation. Let us build on a sure foundation. Let us not be the sport of fortune, looking for victories here and happy chances there; let us take measures, which are well within our power, which are practical measures, measures which we can begin upon at once and carry through from day to day with surety and effect. Let us enter upon measures which in the long run, whatever the accidents and incidents of the intervening period may be, will secure us that victory upon which our life and existence as a nation, not less than the fortune of our Allies and of Europe, absolutely depends.

I think we are building on a sure foundation. Let us look first at the Navy. The war has now been in progress between five and six weeks. In that time we have swept German commerce from the seas. We have either blocked in neutral harbours or blockaded in their own harbours or hunted down the commerce destroyers of which we used to hear so much and from which we anticipated such serious loss and damage. All our ships, with inconsiderable exceptions, are arriving safely and punctually at their destinations, carrying on the commerce upon which the wealth and industry and the power of making war for this country depends. We are transporting easily, not without an element of danger, but hitherto safely and successfully, great numbers of soldiers across the seas from all quarters of the world to be directed upon the decisive theatre of the land struggle. And we have searched the so-called German Ocean without discovering the German flag. Our enemies, in their carefully worked out calculations, which they have been toiling over during a great many years, when the people of this country, as a whole, credited them with quite different motives, have always counted upon a process of attrition and the waste of shipping by mines and torpedoes and other methods of warfare of the weaker Power, by which the numbers and the strength of our Fleet would be reduced to such a point that they would be able to steel their hearts and come out and

fight. We have been at war for five or six weeks, and so far—though I would certainly not underrate the risks and hazards attending upon warlike operations and the vanity of all over-confidence—but so far the attrition has been on their side and not on ours, while the losses which they have suffered greatly exceed any that we have at present sustained.

I have made careful inquiries as to the condition of our sailors in the Fleet under the strain put upon them, and this continued watching and constant attention to their duty under war conditions, and I am glad to say that it is reported to me that the health of the Fleet has been much better since the declaration of war than it was in time of peace, both as to the percentage of sickness and the character of the sickness, and that there is no reason why we should not keep up the same process of naval control and have the same exercises of sea power, on which we have lived and are living, for what is almost an indefinite period.

By one of those dispensations of Providence which appeal so strongly to the German Emperor the nose of the bulldog has been slanted backwards so that he can breathe with comfort without letting go. We have been successful in maintaining naval control thus far in the struggle, and there are also sound reasons for believing that as it progresses the chances in our favour will not diminish but increase. In the next twelve months the number of great ships that will be completed for this country is more than double the number which will be completed for Germany, and the number of cruisers three or four times as great. Therefore I think I am on solid ground when I come here to-night and say that you may count upon the naval supremacy of this country being effectively maintained as against the German Power for as long as you wish.

Now we must look at the Army. The Navy has been under every Government, and during all periods of modern history, the darling of the British nation. On it have been lavished whatever public funds were necessary, and to its efficiency has been devoted the unceasing care and thought of successive Administrations. The result is that when the need came the Navy was absolutely ready, and, as far as we can see from what has happened, thoroughly adequate to the tasks which were required from it. But we have not

been in times of peace a military nation. The Army has not had the facilities of obtaining the lavish supplies of men and money for its needs which have in times of peace and in the past to our good fortune at the moment been so freely given to the Navy. And what you have to do now is to make a great Army. You have to make an Army under the cover and shield of the Navy strong enough to enable our country to play its full part in the decision of this terrible struggle.

The sure way—the only sure way—to bring this war to an end is for the British Empire to put on the Continent and keep on the Continent an army of at least 1,000,000 men. I take that figure because it is one well within the compass of the arrangements which are now on foot, and because it is one which is well within the scope of the measures which Lord Kitchener—— (the rest of the sentence was drowned in an outburst of cheering).

I was reading in the newspapers the other day that the German Emperor made a speech to some of his regiments in which he urged them to concentrate their attention upon what he was pleased to call “French’s contemptible little Army.” Well, they are concentrating their attention upon it, and that Army, which has been fighting with such extraordinary prowess, which has revived in a fortnight of adverse actions the ancient fame and glory of our arms upon the Continent, and which to-night, after a long, protracted, harassed, unbroken, and undaunted rearguard action—the hardest trial to which troops can be exposed—is advancing in spite of the loss of one-fifth of its numbers, and driving its enemies before it—that Army must be reinforced and backed and supported and increased and enlarged in numbers and in power by every means and every method that every one of us can employ.

There is no reason why, if you set yourselves to it—I have not come here to make a speech of words, but to point out to you necessary and obvious things which you can do—there is no doubt that, if you set yourselves to it, the Army which is now fighting so valiantly on your behalf and our Allies can be raised from its present position to 250,000 of the finest professional soldiers in the world, and that in the new year something like 500,000 men, and from that again when the early summer begins in 1915 to the full figure of

25 Army Corps fighting in line together. The vast population of these islands and all the Empire is pressing forward to serve, its wealth is placed at your disposal, the Navy opens the way for the passage of men and everything necessary for the equipment of our forces. Why should we hesitate when here is the sure and certain path to ending this war in the way we mean it to end?

There is little doubt that an Army so formed will in quality and character, in native energy, in the comprehension which each individual has of the cause for which he is fighting, exceed in merit any Army in the world. We have only to have a chance of even numbers or anything approaching even numbers to demonstrate the superiority of free-thinking active citizens over the docile sheep who serve the ferocious ambitions of drastic kings. Our enemies are now at the point which we have reached fully extended. On every front of the enormous field of conflict the pressure upon them is such that all their resources are deployed. With every addition to the growing weight of the Russian Army, with every addition to the forces at the disposal of Sir John French, the balance must sag down increasingly against them.

You have only to create steadily week by week and month by month the great military instrument of which I have been speaking to throw into the scales a weight which must be decisive. There will be no corresponding reserve of manhood upon which Germany can draw. There will be no corresponding force of soldiers and of equipment and of war material which can be brought into the line to face the forces which we in this island and in this Empire can undoubtedly create. That will turn the scale. That will certainly decide the issue. Of course, if victory comes sooner, so much the better. But let us not count on fortune and good luck. Let us assume at every point that things will go much less well than we hope and wish. Let us make arrangements which will override that. We have it in our power to make such arrangements, and it is only common prudence, aye, and common humanity, to take steps which at any rate will fix some certain term to this devastating struggle throughout the whole of the European Continent.

Let me also say this. Let us concentrate all our warlike feeling upon fighting the enemy in the field and creating a

great military weapon to carry out the purposes of the war. There is a certain class of person who likes to work his warlike feelings off upon the unfortunate alien enemy within our gates.

Of course all necessary measures must be taken for the security of the country and for the proper carrying out of military needs ; but let us always have this feeling in our heart, that after the war is over people shall not only admire our victory, but they shall say they fought like gentlemen. The Romans had a motto :

Parcere subjectis et debellare superbos.

Let that be the spirit in which we conduct this war. Let all those who feel under the horrible provocations of the struggle their hearts suffused with anger and with wrath—let them turn it into a practical channel—going to the front or if circumstances prevent them, helping others to go, keeping them maintained in the highest state of efficiency, giving them the supplies and weapons which they require, and looking after those they have left behind.

I have not spoken to you much about the justice of our cause, because it has been most eloquently set out by the Prime Minister and Sir Edward Grey, and by Mr. Bonar Law and other leaders of the Opposition ; and much more eloquently than by any speakers in this or any other country the justice of our cause has been set out by the brutal facts which have occurred and which have marched upon us from day to day. Some thought there would be a German war, some did not ; but no one supposed that a great military nation would exhibit all the vices of military organisation without those redeeming virtues which, God knows, are needed to redeem warlike operations from the taint of shame. We have been confronted with an exhibition of ruthlessness and outrage enforced upon the weak, enforced upon women and children. We have been confronted with repeated breaches of the law of enlightened warfare, practices analogous to those which in private life are regarded as cheating, and which deprive persons or country adopting them, or condoning them, of the credit and respect due to honourable soldiers.

We have been confronted with all this. Let us not imitate it. Let us not try to make small retaliations and reprisals here and there. Let us concentrate upon the simple,

obvious task of creating a military force so powerful that the war, even in default of any good fortune, can certainly be ended and brought to a satisfactory conclusion. However the war began, now that it is started it is a war of self-preservation for us. Our civilisation, our way of doing things, our political and Parliamentary life, with its voting and its thinking, our party system, our party warfare, the free and easy tolerance of British life, our method of doing things and of keeping ourselves alive and self-respecting in the world—all these are brought into contrast, into collision, with the organised force of bureaucratic Prussian militarism.

That is the struggle which is opened now and which must go forward without pause or abatement until it is settled decisively and finally one way or the other. On that there can be no compromise or truce. It is our life or it is theirs. We are bound, having gone so far, to go forward without flinching to the very end.

This is the same great European war that would have been fought in the year 1909 if Russia had not humbled herself and given way to German threats. It is the same war that Sir Edward Grey stopped last year. Now it has come upon us. If you look back across the long periods of European history to the original cause, you will, I am sure, find it in the cruel terms enforced upon France in the year 1870, and in the repeated bullyings and attempts to terrorise France which have been the characteristic of German policy ever since. The more you study this question the more you will see that the use the Germans made of their three aggressive and victorious wars against Denmark, against Austria, and against France has been such as to make them the terror and the bully of Europe, the enemy and the menace of every small State upon their borders, and a perpetual source of unrest and disquietude to their powerful neighbours.

Now the war has come, and when it is over let us be careful not to make the same mistake or the same sort of mistake as Germany made when she had France prostrate at her feet in 1870. Let us, whatever we do, fight for and work towards great and sound principles for the European system. And the first of those principles which we should keep before us is the principle of nationality—that is to say, not the conquest or subjugation of any great community or of any strong race

of men, but the setting free of those races which have been subjugated and conquered; and if doubt arises about disputed areas of country we should try to settle their ultimate destination in the reconstruction of Europe which must follow from this war with a fair regard to the wishes and feelings of the people who live in them.

That is the aim which, if it is achieved, will justify the exertions of the war and will make some amends to the world for the loss and suffering, the agony of suffering, which it has wrought and entailed, and which will give to those who come after us not only the pride which we hope they will feel in remembering the martial achievements of the present age of Britain, but which will give them also a better and fairer world to live in and a Europe free from the causes of hatred and unrest which have poisoned the comity of nations and ruptured the peace of Christendom.

I use these words because this is a war in which we are all together—all classes, all races, all States, Principalities, Dominions, and Powers throughout the British Empire—we are all together. Years ago the elder Pitt urged upon his countrymen the compulsive invocation, "Be one people." It has taken us till now to obey his appeal, but now we are together, and while we remain one people there are no forces in the world strong enough to beat us down or break us up.

I hope, even in this dark hour of strife and struggle, that the unity which has been established in our country under the pressure of war will not cease when the great military effort upon which we are engaged and the great moral causes which we are pursuing have been achieved. I hope, and I do not think my hope is a vain one, that the forces which have come together in our islands and throughout our Empire may continue to work together, not only in a military struggle, but to try to make our country more quickly a more happy and more prosperous land, where social justice and free institutions are more firmly established than they have been in the past. If that is so we shall not have fought in vain at home as well as abroad.

With these hopes and in this belief I would urge you, laying aside all hindrance, thrusting away all private aims, to devote yourselves unswervingly and unflinchingly to the vigorous and successful prosecution of the war.

DOCUMENTARY HISTORY—NAVAL
THE " HELA " SUNK BY A BRITISH SUBMARINE.

Berlin, September 14.

On the morning of September 13th S.M. small cruiser *K.V. Hela* was sunk by the torpedo of a hostile submarine. Nearly all the crew were saved.

BEHNCKE,
Acting Chief of the Admiral Staff.

The Secretary of the Admiralty authorises the publica-
tion of the following statement : *Times,*
Sept. 17,

Submarine E 9, Lieutenant-Commander Max Kennedy
Horton, has returned safely after having torpedoed a German
cruiser, believed to be the *Hela*, six miles south of Heligoland. 1914.

GERMAN MINES IN NEUTRAL WATERS.

House of Commons, September 14.

MR. HUNT asked the Prime Minister whether His Majesty's *Hansard.*
Government has received information that automatic contact
mines have been laid down by German agents in the Eastern
Mediterranean in the track of neutral shipping; and, if so,
whether he will propose to neutral Powers that they should,
in the interest of common humanity, assist in ridding that
sea from these engines of destruction laid in neutral waters?

DR. MACNAMARA (PARLIAMENTARY SECRETARY TO THE
ADMIRALTY): A report to the effect stated was received
shortly after the outbreak of the war, and immediate steps
were then taken to counteract the supposed danger to shipping,
but, so far as I am aware, no mines have actually been found.
Drifting mines have been reported as being set adrift from
the Dardanelles.

GOVERNMENT TUGS (CREWS).

House of Commons, September 16.

SIR C. KINLOCH-COOKE asked the First Lord of the *Hansard.*
Admiralty if he is aware of the hours worked by the crews
of Government tugs, and that these hours in some cases

exceed 100 a week ; and whether, in view of the risk these men run in going out into the Channel, even at night, in pursuance of the extra duties cast upon them by the war, he can see his way to make better arrangements as to leave and afford them some extra remuneration ?

DR. MACNAMARA : It is the case that at the time of mobilisation, and no doubt on occasion since, the men employed on the yard craft generally have been called upon to work long hours, and I take this opportunity of acknowledging the loyal and zealous way with which they—like all classes of dockyard employés—have responded to the demand made upon them. The Regulations contemplate the grant of extra pay where unusually long hours are worked, and I have no doubt that these Regulations have been and will be kept carefully in mind by those locally responsible for their administration.

GREENOCK TORPEDO FACTORY.

Hansard.

MR. BARNES asked the First Lord of the Admiralty whether he is aware that at the Greenock Torpedo Factory electrical repair work is almost entirely done by naval pensioners at wages considerably below the standard rate for electrical workers, which is 10½d. an hour ; and whether, in the event of any vacancies occurring, electrical workers will be employed at the proper rate ?

DR. MACNAMARA : I will inquire at once into the matter.

THE ATTACK ON KIAO-CHAU.

Tokyo, September 16.

It is officially announced that Japanese scouts captured the railway station at Kiao-chau on the 13th inst.

A Japanese aeroplane dropped bombs on the barracks at Tsingtau, returning to safety.

A Japanese destroyer flotilla operating in Laoshan Bay has driven in the enemy's patrols.—*Reuter.*

DOCUMENTARY HISTORY—NAVAL

Tokyo, September 24.

It is officially announced that a British force, under Brigadier-General Barnardiston, commanding the British forces in North China (including Wei-hai-wei), landed yesterday in the neighbourhood of Laoshan Bay, so as to participate in the movements against the Germans at Tsingtau.—*Reuter.*

(Press Bureau Statement communicated by Japanese Military Attaché.)

September 28.

ON the afternoon of the 26th our troops attacked the enemy, who were in occupation of advanced positions on the high ground between the Rivers Pai-sha and Li-tsun ; after a slight engagement the enemy were put to flight.

On the 27th our troops occupied the line along the right banks of the Li-tsun and Chang-tsun Rivers, about seven miles north-east of Tsingtau.

THE AUSTRALIAN FLEET.

Melbourne, September 15.

MR. MILLEN, Minister of Defence, states that immediately on the outbreak of war the Australian Fleet, co-operating with the China Squadron, searched for the enemy's cruisers and dismantled the enemy's wireless stations in the Pacific. All the necessary measures were also taken to safeguard trade routes.

From August 1st to September 12th the cruiser *Melbourne* covered 11,170 miles, mostly in the Tropics, and the other ships of the fleet also travelled great distances. The manner in which these extensive operations were carried out was

due to the fine leading of Rear-Admiral Sir George Patey and the enthusiasm of all under him. The accomplishment of so much at such small sacrifice of life was matter for congratulation.—*Reuter*.

THE ROYAL NAVAL DIVISION.

Times,
Sept. 18,
1914.

The Secretary of the Admiralty announces that the number of applications for commissions in the Royal Naval Division from eligible candidates is already so far in excess of possible requirements that no further applications can be considered.

TWENTY-ONE MEN DROWNED BY FOUNDERING OF
THE " EREBUS."†

Times,
Sept. 18,
1914.

The Press Bureau issued the following at 12.20 this morning :

" The Secretary of the Admiralty announces that H.M.S. *Fisgard II*. (late *Erebus*), which was being towed in the Channel, foundered during the gale, 21 of her crew being drowned."

ROYAL NAVAL FLYING CORPS.—FOUR UHLANS
KILLED.

Times,
Sept. 19,
1914.

The Secretary of the Admiralty communicates the following statement for publication :

" On the 16th inst. Commander Samson, with a small armoured motor-car force attached to the Naval Flying Corps, encountered a patrol of five Uhlans near Doullens, killing four and wounding and capturing the fifth. The British force suffered no casualties."

DOCUMENTARY HISTORY—NAVAL COMMAND OF THE SEA.

Bordeaux, September 19.

AT the beginning of the war the Navy was called upon C.O. to cover the return to France of the troops from Africa. This was done in the most satisfactory conditions, as was also the passage from France to Algeria and Morocco of territorial regiments required for the garrisoning of our North African possessions in substitution for the active troops which are now fighting on the frontier. In the North the Second Light Squadron has in like manner co-operated in protecting the passage and disembarkation of the English Army of General French. These operations could not have been successfully conducted except by virtue of an absolute command of the sea. With the help of the British Fleet in the Channel and the North Sea this command was obtained from the first day war broke out. The French and British squadrons also assured the security of the Mediterranean after the flight of the *Goeben* and the *Breslau*.

Neither in the north nor in the south has the enemy put in an appearance. The so-called German "High Seas" Fleet does not leave its bases. Nevertheless the British Fleet was able to fight a naval battle at Heligoland, from which it emerged victorious. It is impossible to know whether the enemy's fleets will end by accepting the challenge, but in the meanwhile the Allied squadrons are mistresses of the seas and are blockading the German and Austrian coasts. The countries of the enemies are surrounded, and no merchant vessel can enter or quit their ports. Germany and Austria are forced to live almost exclusively on themselves and to reckon only on their own resources. This is a certain assurance of ultimate success for us if the war should continue for any length of time. Our commerce, on the other hand, retains its full liberty of movement. . . .

ADMIRAL TROUBRIDGE AND THE ESCAPE OF THE "GOEBEN" AND "BRESLAU."

September 20.

The Secretary of the Admiralty announces that Rear-P.B.
Admiral E. C. Troubridge, C.B., C.M.G., M.V.O., has been

recalled to England from the Mediterranean Fleet in order that an inquiry may be held into the circumstances leading to the escape of the *Goeben* and the *Breslau* from Messina Straits. The Court of Inquiry will consist of Admiral Sir Hedworth Meux, G.C.B., and Admiral Sir George Callaghan, K.C.B.

LOSS OF SUBMARINE A E 1.

Admiralty, September 20.

The Secretary of the Admiralty announces that a telegram has been received from the Government of the Commonwealth of Australia reporting the loss of submarine A E 1.

No details are yet to hand.

Admiralty, September 21.

It has now been ascertained that the loss of submarine A E 1, was due to an accident, the cause of which will probably never be known. There was no sea at the time when she was lost, and no enemy was in the neighbourhood.

MR. CHURCHILL AT LIVERPOOL.

September 21.

MR. WINSTON CHURCHILL said :—Whatever else you can or cannot do in Liverpool, you can certainly get up a good meeting when there is something serious to meet about. This great gathering represents at this moment the force and spirit of the British Empire. Party cleavages—deeper here, perhaps, than anywhere else—have vanished like the mists of the morning. Christian men remember only all that they have in common ; classes, professions, interests, all are flowing together into one great channel which moves forward to the realisation of the whole strength of the whole British people. And it is well it should be so. The times in which we live are terrible. The course of events has passed outside the boundaries of the most daring imagination. The actual facts are so stunning, the scale of all the phenomena

DOCUMENTARY HISTORY—NAVAL

presented to our view so vast, that we can only feel each one of us we must just lay hold of the obvious and simple step which duty indicates. The end we cannot see, but the immediate step before us we can see quite plainly. I have not come here to-night, honoured though I am by your welcome, to ask you for your cheers. I have come here to ask you for a million men. I don't mean a million men with the colours and under arms. We have got that already in the British Empire. I mean a million men on the Continent of Europe in line with the gallant army of Sir John French—a million men, the flower of our manhood, nothing but the best, every man a volunteer—a million men maintained in the field, equipped with everything that science can invent or money can buy, maintained and supported by resources which, while we maintain the command of the seas, we can draw from every quarter of the globe, and kept up steadily—whatever the losses and slaughter—to their full strength until this war is settled in the only way. I come here to ask you for this with great confidence—first, because I know we are asking for nothing which cannot quite easily be done as long as we continue all of the same mind; secondly, I come to you with confidence because I know Lancashire, and know it well. You may say that I know it from both sides. But we all know it from both sides now. Both sides are good and true, and marching on the path of duty. I am glad to come here also with my friend Mr. F. E. Smith. Ours is a friendship which has been bred under the conditions of party and political warfare, and it is one of the most cherished possessions of my life. I do not know how—I leave it to others—to reconcile the difficulties which every man in his own mind knows of political differences and national needs. But in essentials, in the things which make for the strength and greatness of this country, for its road to safety and honour, we are and we have always been agreed. I am glad to come here to-night to Liverpool—fierce, party-torn Liverpool, united now. I am glad to come here to-night and be on the platform with him who in a few days will be off to the war. I shall join with you in wishing that he may come back when matters have been satisfactorily adjusted. Now, gentlemen, I have only one song to sing. These are days of action rather than speech, and I feel myself

that the kindly welcome you give to politicians is only because they are the proxies of our gallant soldiers in the field and our sailors on the sea. But I think you have no need to be anxious about the result of the war. God has blessed our arms with unexpected good fortune. For myself, having studied the matter with some attention, I could not have hoped that at this stage in the war circumstances would be so favourable to the Allied cause. I had certainly expected that the great battle in France would have been fought much farther south, and that a greater measure of privation and of oppression, and of outrage would have been inflicted upon the gallant people of France. But, gentlemen, we must not build on the incidents of this week or of that. We must not build the foundations of our house upon the fleeting and changing chances of the field of war, of a battle, of a siege, of an attack, of a retreat, of a march, or counter move. We must look to the solid foundations ; we must look to the real sources and springs of energy and force ; we must measure, not the actual, immediate position of armies, but the vital energies of the nations engaged in the struggle. If we are ready to hurl these vital energies and are sure that we shall have the time—and I think the Navy can give us the time—to realise our full force, then, I say, even if this battle were to be as disastrous as it appears to be triumphant, and if other battles were to come, evil in their fortune, sinister in their consequences, still, I say, the English people, the British Empire, the great nation of which we are a part, and a representative part, can, if its resolution does not fail, finally determine this matter as it chooses. So far as the Navy is concerned, we cannot fight while the enemy remains in port. It takes two to make a quarrel. But we are enjoying at the present moment, without having fought a battle, all those advantages of the command of the sea which would follow if we had a battle and the German Navy were destroyed. Our food and trade are arriving freely—the enemy's commerce has been swept from the seas. We are drawing men by the twenty, thirty, and hundred thousand from all parts of the British Empire. Although we hope that a decision at sea will be a feature of this war, and though our men's tireless though wearying vigil continues week after week, and month after month ; although we hope they will have a chance of

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4] settling the question with the German Fleet, yet, if they don't come out and fight in time of war, they will be dug out like rats in a hole.

Under the shield of the Navy you can raise an army in this country which will settle the war. All the great Powers who are engaged in this struggle have lived and suffered under the severe competition of military armaments in Europe, and all have been able to realise the greater part of their forces with great rapidity. Our ally Russia has immense reserves upon which she can draw, but upon the side of our enemies everything that they have got has already been extended. They are all out. In six or seven months we can without difficulty, without boasting, without indulging in vain speculations, we can undoubtedly put in the field twenty-five army corps comprising a million men, who for their personal qualities, understanding of the quarrel, spontaneous and voluntary energy and initiative, will not find their match or counterpart in the armies of Europe. And there is no reserve of manhood, there is no reserve of vital energy on the side of our enemies which can prevent that million men from turning the scale in our favour. The end may come sooner. Victory may come to us more easily. Then let us rejoice ; but let us not count on easy solutions of these terrible conclusions and struggles. Let us make our resolutions calmly and soberly on the basis that in a reasonable time we shall compel our antagonists to come to our conclusion of this event. In my opinion it is only a question of time and of Britain holding firm. It is only a question of how much blood is to be shed, and the more men we can send the less the slaughter will be. So many eloquent speakers have dealt with the causes of the war that I think I should be only talking to those who are of the same opinion if I dealt with them with any length. But if you are to look to the reasons of this extraordinary explosion in Europe you must look back a long way. You must look to the foundation of the German Empire between 1860 and 1870. In that period Germany was raised to the first position in Europe by three calculated wars—time considered, plans prepared, deliberately organised by Bismarck—a war which stripped the little State of Denmark of its provinces, a war which deprived Austria of the hegemony of the Germanic

States, and last, the cruel war, malevolently organised and timed, which struck down France and robbed her of her faithful inalienable provinces. Those were the three carefully planned acts of violence upon which the greatness and power of the German Empire all these years have been founded. Some people use rough methods in getting to power and afterwards improve; but that has not been the case with the German Empire. What have they done with their wonderful victory and triumph all these years? Why, they have not even been contented with it; they have always been going round saying: "Why don't you admire us more? Look how splendid we are. See what military force we dispose of. See how efficient we are. See how ready we are to strike down anyone who stands in our path." They have not even enjoyed their long and wonderful reign at the summit of the European position. In the forty-four years that have passed since the great victory of Germany over France at every stage Germany has sought to humiliate, to terrorise the French people, and they are a nasty crowd to do that with. Five or six separate times France has been threatened with war by Germany. She has been forced to live in a continual state of anxiety and trepidation. Since we have been in office there have been at least three occasions in which Europe has been brought to the verge of war and in which war has been averted by the patience and self-restraint of France. For forty-four years Germany has dealt with France on the basis of what has been called in Europe "rattling the sabre." What has been her treatment of the provinces she has conquered? Has she assimilated any of them? Has she induced any of them to look with feelings of admiration upon her rule? We know that, although the most ruthless methods have been employed, wherever Germany has conquered land the people who do not belong to her have only waited for the hand of their deliverer. What has been her attitude towards Russia? Russia was brought low in the great struggle with Japan. Now these enemies of ten years ago are in the same line together. But while Russia was weak and crushed in her military force—not in her natural force but in her military force—after the struggle with Japan, Germany used brutal power in 1909, in the days when the German Emperor made

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his boastful speech on shining armour—Germany used brutal power to humiliate and affront the great Russian people, and that is one of the causes of the struggle in which we are engaged. What has been the attitude of Germany towards the question of international law and the abatement of armaments and of the rights of nationalities? Can anyone point to a single word spoken by any responsible leader of German thought or any ruler of German policy during the whole of her great sunlit reign over European Powers in favour of the rights of small peoples, in favour of her own sanctions of international law, in favour of some abatement of the wasteful struggle and competition of armaments which has led us to where we are? During all that time she has preached the creed and gospel of force—crude force, not the force that comes from the virtue of consenting minds or the force which comes from moral energy. She has preached the crude, brutal force of adding regiment to regiment, bureaucrat to bureaucrat, and ramming it all down the throats of every one to the tune of “Germany over all.” Well, force, in its highest expression, is a manifestation not of material but of spiritual things. That is what Germany has yet to learn. Blood and iron is her motto. Let soul and fire be ours. What has been her attitude during her long noonday reign of splendour towards this country? We had no wish to be drawn into a position of antagonism with Germany. Far from it. We had helped her in her great struggles in the past of Frederick the Great and in the time of Napoleon. We had never been pitted against her in any struggle in all the centuries, and we had no reason to nourish any evil feelings against her. Every effort has been made in this country, by both great parties, by men of every class, to avoid saying things in the time that has gone by which would lead to or gird up antagonism between these countries. There are scores and hundreds of men in this meeting who have sedulously repressed any expression of opinion which, taking a truculent form or hostile form against the German nation, might lead to strife.

What has been our treatment by the Germans? We tried hard to work with them. Lord Salisbury, during the whole of his administration, always endeavoured to work in Europe in amity with Germany. But the great statesman

was brought to the conclusion, before he resigned office at the end of his life and retired, that it was impossible to maintain a foreign policy based upon association with Germany, because, as was said and has often been said by those who knew the course of foreign affairs, they expected to be bought over again every year. During the whole time that we were endeavouring—I am talking of affairs now of twenty years ago—endeavouring to work with them in a close arrangement of policy, they were always endeavouring by intrigues to get us into trouble with Russia and with France, and then to come to us and say: "What are you going to do in order to keep our friendship?" until at last the British Foreign Office, which only changes its policy once in a quarter of a century—yes, and quite right, too—until the British Foreign Office was absolutely worn out and disgusted with the impossible attempts to keep a peaceful Europe on the basis of a close Anglo-German co-operation. Then, with the consent of all the parties in the State, we turned to France and adjusted our difficulties with France direct, and His Majesty King Edward VII. went to Paris and made that friendship no bargain or treaty. Great nations don't require bargains or treaties. They fulfil bargains and respect treaties. But they can do the right thing with either." King Edward made that friendship between England and France which now is being tried in the fire of war, and will ultimately shine forth in the glory of victory. And then Germany began, while we were still on terms of special amity with her, the construction of a great navy, which had no other object—I am so glad to be able to tell you what I think about it now—which had no other object and could have had no other object but our Navy. Every detail of the construction of the German Fleet—a long-conceived plan unfolding year by year, programme by programme—every detail of that great scheme on which such extraordinary efforts were directed, and to which so much foresight and skill was devoted—every detail of it showed and proved that it was meant for us, for our exclusive benefit. I came into office at the Admiralty after the Agadir crisis. I think this war would have taken place then if the Chancellor of the Exchequer had not gone to the Mansion House and made a speech, and they just thought they would wait a little longer. After that I became respon-

sible for this great department, and I have had to see every day the evidences of the espionage system which Germany has maintained in this country. I have had the evidence put under my eye month by month of the agents which they have maintained here year after year in great and considerable numbers to report to them all the details of our naval organisation which they can get by bribery or subornation, and not only that, because you might say that was a protective measure, because we had a stronger Fleet, but every dirty little German lieutenant coming on his leave to England has thought he would curry favour with his superiors by writing home the details of where water can be got, where there is a blacksmith's forge, or how much provisions there are for a battalion or brigade in this little village or township of our peaceful island. We have been made the subject for the last eight or nine years, just in the same way as France was before 1870, and Austria before 1866, and Denmark before 1864—we have been made the subject of a careful, deliberate, scientific military reconnaissance. Well, they know all about us. If they like to come, they know the way. We are not asking any favours. But if you leave these deep causes—the fact that Germany having struck down France did not rest content with the glory of her victory, but looked upon it only as the starting-point for fresh usurpations and dominations over European Powers, of the fact that she made every little country tremble in its shoes; the fact that she preached the gospel of force, and backed it up by the greatest development of military organisation and efficiency which has yet been seen—if you look beyond all this and behind all these causes, and the immediate fountain spring of this war, I say without hesitation, so far as I am concerned, I went into it to help and to prevent France from being crushed. France is a most peaceful, democratic country, probably the most democratic country in the world, the most advanced country in every line of politics, with absolute mastery of all the Jingo element in its midst; a nation which had decided not to forget the past—thank God, they did not do that—but a nation which had decided that they would not take any step to plunge her into war on account of their lost provinces. I see that country return election after election men more deeply pledged to peace than any

Power in Europe. We knew that they had decided a bitter war beforehand. It was not for them an event of the imagination. I saw that this country, taken by itself, was weaker than the German power which rose up, towered up, against it. I saw that it earnestly desired to be allowed to live in peace. It had fortified its frontiers. On every side its frontiers were guarded by the sea or by great lines of fortifications, except in the north, and there France lay safe under the shelter of a treaty to which England and Prussia were parties. I always thought that if Germany attacked France and tried to smash her irretrievably we should be bound in honour, in sincerity, and for our own self-preservation to throw in our lot with her. I don't say we should have followed France on a war of revenge or of ambition ; but if it could be proved, as it has been proved, that France, seeking continuously and faithfully to preserve the peace of Europe, and not to be drawn into war, was nevertheless to be struck down, I have always felt we ought to be there too. I gave some attention to the consideration of the military aspects of the problem three years ago. I was quite sure that Germany would violate the neutrality of Belgium. All her plans were made in cold blood to do that. She built hundreds of miles of railway sidings ; she had made all her arrangements of camps, in order to pour into France through Belgium, where there were no fortifications, where there was only her word of honour to stand between her and her prey. And so it fell out. She broke the treaty. Into the gap she poured this tremendous avalanche of fire and steel with which we are contending now. I said the gap was unguarded but by a treaty. No, gentlemen, it was not unguarded. The unexpected happened. The marvellous presented itself. Always in the commission of a crime something is forgotten by the criminal. It has all been worked out in every detail. Not a mistake in any fact or figure—but one. Some quite unforeseen and wonderful occurrence takes place which ruptures all the calculations to fraud and violence. Unguarded, did I say ? No ; a small, valiant people, whose reputation had thundered through the ages, has been smirched by calumny, and sprang suddenly into a heroic life that will live down the centuries of the future ; a small people who were not at all concerned about power or cared nothing

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for the great combinations of European diplomacy, who had not an axe to grind, but only wanted to live their own life, were suddenly found called upon to play a sublime part in the history of the world. All through horrible sufferings, which are recurring day by day, and which continue, and will aggregate as the weeks and months go past, suffering which has not been confined to the soldiers of Belgium, or to the volunteers, or to the male population, but have fallen in unstinted measure upon the weak, and the poor, and the old, and the young, and the women, and the children—their sufferings cannot be left unredressed. The might of England will be exerted, patiently, until full reparation has been obtained. We cannot undo the harm that has been done; we cannot restore the lives; we cannot renew the ties which have been sundered; we cannot repair the ruin which has been caused wholly; but, at any rate, we can with our strong arm make Belgium a prosperous, thriving, happy, glorious country, and that is a worthy task upon which a sober-minded—may I say liberal-minded?—Englishman, Scotsman, or Irishman may well be willing to risk or, if need be, lay down his life. Is it not an exhilarating thing to feel we are all together? I rejoice to come here to you in Liverpool, and feel that in this crisis of our fortunes we have the whole Irish people with us. Of course, party politics are put aside, but when we go to the cupboard after the war is over and take them out again things will never be quite the same. The Orangemen of Belfast have given their rifles to the Belgians. Is there anyone, British Liberal or Irish Nationalist, who would allow them to be any worse off for that? Our Nationalist fellow-countrymen are on the march, and the words of the poem come back to us across the centuries, and are singularly apposite to the situation to-night:

From Dunkirk to Belgrade
Lies the bones of the Irish Brigade.

And we have only to hold together, casting away all the impediments, laying aside every hindrance, marching stoutly and steadfastly forward, and all will be well, and you will have a century as glorious as that which followed the Battle of Waterloo. We don't seek the subjugation of Germany or Austria, or of their people. Nothing is farther from our intention. However complete our victory may be, however

shattering their defeat may be, they need never fear from us that the measures which they have meted out to others, which they have meted out to Alsace, or to Denmark, or to Italy, or to Transylvania, or to Poland, will be meted out to them. Their independence, their customs, their language, all that they care about in their own government, their rights as citizens and as freemen will never be invaded or assailed by us; we shall hold those rights inviolate and inviolable, even if the last Prussian soldier has been forced to capitulate and the last German ship has been sunk. They stand not on the basis of the struggles of nations, but on the necessary and vital foundations of human society. We are fighting for the elementary rights of civilised men and States; we are not going to give those up, no matter how bitter our defeats may be, and we are going to respect and maintain them, however complete our victory.

The worst that can happen to Germany; the worst that can happen to the peoples of Germany and Austria in the days that will follow from this war is that they shall be set free to live and let live fairly and justly. There is no question of subjugating them. The ultimate exaction which the victory of the Allies will achieve will be the liberation of the imprisoned nationalities within their grip. We have heard from the German Ambassador in the United States some vague talk of peace. It is as insincere as the information of which he is the server. This should not come from the lips of those who are invading the territories of their neighbours, who are carrying fire and sword through the peaceful villages of France and Belgium. And while that spectacle continues, and while the smoke of their abominable cruelties goes up to heaven, there is no time for the talk of peace on the lips of the German Ambassador to the United States. Peace? Feugh! Why, we are only just beginning. Peace with the German people may be arranged in good time, but peace with Prussian militarism—no peace short of the grave, with that vile tyranny. To those who think that having struck this vile blow with all its frightful consequences, they can undo the past—get out of it all on a drawn battle—they reckon not of the justice of God or man. Peace, gentlemen, will be found, in the words of His Majesty the King, "When the worthy cause for which we are fighting has been fully

achieved." "It's a long, long way to Tipperary." But we will get there. And when we get there the result will not be unworthy even of the prodigious sacrifices required. Across the smoke and storm of European battlefields one can see great, dim structures, vast structures, of a new and better Europe, and a new and better Christendom than we have ever known before. We see emerging from the conflict—first, the great principle of the rights of nationalities; second, the great principle of the integrity of states and nations, their old unity and integrity restored; and we see the sanctions of international law so established that the most audacious Power will not be anxious to challenge them. Millions of men are going to suffer and shed their blood in Europe in the next few weeks. No one can compute the suffering; no one can measure the tragedy of what is taking place. Let us make sure that that does not take place without a result which shall repay the suffering, which shall make our children look back and say: "For all they suffered, they were right." I suppose there are many here to-night who feel in their hearts a biting pang of pain or a gnawing anxiety for some dear friend in the death grips at the front. We know the flower of our manhood, the brightest, finest, bravest, and best, has been swept away, and what can we do? One thing only can we do. We can make sure that on a monument which records their glory and their death the words "Not in vain" may be graven. "Not in vain," and we may see the spectacle of a Poland after all these generations united, and in loyal harmonious relations to the Crown of Russia. We may live to see a confederation of the Christian States of the Balkans restored to their proper racial limits. We may see an Italy whose territory corresponds to her Italian population. We may see France restored to her proper station in Europe and her rightful place, and we may see that old England had something to do with it all. If that is so, if these results should be achieved, the million men which we are met here to ask for, maintained continuously upon the Continent of Europe until a victorious peace is concluded, will not have been demanded or supplied in vain.

[We are indebted to the courtesy of the Editor of the "Liverpool Post" for a verbatim report of the foregoing speech, and for permission to use it in this volume.]

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ADDITIONAL CONTRABAND.

[SE

BY THE KING.

A PROCLAMATION

SPECIFYING CERTAIN ADDITIONAL ARTICLES WHICH ARE TO
BE TREATED AS CONTRABAND OF WAR.

GEORGE R.I.

L.G.

WHEREAS on the fourth day of August last We did issue Our Royal Proclamation specifying the articles which it was Our intention to treat as Contraband of War during the War between Us and the German Emperor :

AND WHEREAS on the twelfth day of August last We did by Our Royal Proclamation of that date extend Our Proclamation aforementioned to the War between Us and the Emperor of Austria, King of Hungary :

AND WHEREAS by an Order in Council of the twentieth day of August, 1914, it was ordered that during the present hostilities the Convention known as the Declaration of London should, subject to certain additions and modifications therein specified, be adopted and put in force as if the same had been ratified by Us :

AND WHEREAS it is desirable to add to the list of articles to be treated as Contraband of War during the present War :

AND WHEREAS it is expedient to introduce certain further modifications in the Declaration of London as adopted and put in force :

NOW, THEREFORE, We do hereby declare, by and with the advice of Our Privy Council, that during the continuance of the War, or until We do give further public notice, the articles enumerated in the Schedule hereto will, notwithstanding anything contained in Article 28 of the Declaration of London, be treated as conditional Contraband.

SCHEDULE.

Copper, unwrought.
Lead, pig, sheet, or pipe.
Glycerine.
Ferrochrome.

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Hæmatite Iron Ore.

Magnetic Iron Ore.

Rubber.

Hides and Skins, raw or rough tanned (but not including dressed leather).

Given at Our Court at *Buckingham Palace*, this Twenty-first day of September, in the Year of our Lord one thousand nine hundred and fourteen, and in the Fifth Year of Our Reign.

LOSS OF H.M.S. "PEGASUS," AND OTHER NAVAL EVENTS.

(1) SINCE the outbreak of war H.M.S. *Pegasus*, Com-*P.B.*,
 mander John A. Inglis, Royal Navy, has been working from ^{Sept. 20.}
 Zanzibar and has rendered very useful services, including the destruction of Dar-es-Salaam and the sinking of the German gunboat *Möwe* and floating dock. Early this morning, however, she was attacked by the *Königsberg* while at anchor in Zanzibar harbour cleaning her boilers and repairing machinery. The *Pegasus* was thus taken at a disadvantage and, being somewhat outranged by the newer 4-in. guns of the *Königsberg*, was completely disabled after suffering a loss unofficially reported as twenty-five killed and eighty wounded. This is a high proportion out of a crew of 234. The damage done to the *Königsberg* is not known; she was last seen steaming away to the southward.

(2) On September 10th the German cruiser *Emden*, from the China Station, after being completely lost for six weeks, appeared suddenly in the Bay of Bengal, and during the period September 10th to 14th captured six British ships as follows: *Indus*, *Lovat*, *Killin*, *Diplomat*, *Trabcock*, and *Kabanga*, of which five were sunk and the sixth sent into Calcutta with the crews. The *Emden* is now reported at Rangoon, and it is possible that she has made some other captures.

(3) The British auxiliary cruiser *Carmania*, Captain Noel Grant, Royal Navy, went into action on September 14th off the east coast of South America with a German armed merchant cruiser supposed to be the *Cap Trafalgar* or *Berlin*,

mounting eight 4-in. guns and pom-poms. The action lasted one hour and forty-five minutes, when the German ship capsized and sank, her survivors being rescued by an empty collier. Of the crew of the *Carmania* nine men were killed, five men seriously injured, and twenty-one men slightly wounded. None of the officers was injured. The First Lord has sent the following telegram to Captain Noel Grant, Royal Navy, of the *Carmania* :

“Well done. You have fought a fine action to a successful finish.”

(4) H.M.S. *Cumberland*, Captain Cyril T. M. Fuller, Royal Navy, reports from the Cameroon River that a German steamboat, on the night of September 14th, attempted to sink H.M. gunboat *Dwarf*, Commander Frederick E. K. Strong, Royal Navy, with an infernal machine in the bows. The attempt failed, and the steamboat, with one prisoner, was captured. On the night of September 16th the *Dwarf* was purposely rammed by the *Nachtigall*, a German merchant ship. The *Dwarf* was slightly damaged, but sustained no casualties. The *Nachtigall* was wrecked. The enemy lost four white men and ten coloured men and eight white men and fourteen coloured men missing.

A further report received from H.M.S. *Cumberland* to-day states that two German launches, one carrying explosive machines, were destroyed, the enemy's losses being one white man killed and three white men and two natives taken prisoners.

Capetown, September 22.

Times,
Sept. 23,
1914.

The following further official particulars have been received here of the action between His Majesty's light cruiser *Pegasus* and the German cruiser *Königsberg* at Zanzibar. The *Königsberg* approached at full speed at 5 a.m. on Sunday and disabled a British patrol boat with three shots. She then opened fire on the *Pegasus*. Her shooting, which was very accurate, began at a range of nine thousand yards, closing to seven thousand. All the broadside of the *Pegasus* was engaged, but her guns were disabled in fifteen minutes, when her fire ceased. After a lull of five minutes the *Königsberg* again opened fire for another quarter of an hour, the

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Pegasus being unable to reply. Nearly all the British casualties occurred round the guns and on the upper deck.

The ship was badly holed on the waterline and listed heavily. The British flag was shot away twice, but was held up by hand by Marines. Apparently little or no damage was done to the *Königsberg*.

The figures of the British casualties as given after final revision are 39 killed and 59 wounded.

SINKING OF THE "CAP TRAFALGAR" BY H.M.S.
"CARMANIA."

Admiralty, October 11.

THE Secretary of the Admiralty communicates the following narrative of the action in the South Atlantic on September 14th between H.M.S. *Carmania* and the German armed merchant ship *Cap Trafalgar*:—

Shortly after 11 a.m. we made out a vessel, and on nearer approach we saw there were three steamers—one a large liner, the others colliers: the latter had derricks topped and were probably working when we hove in sight. Before we had raised their hulls they had separated and were making off in different directions. The large vessel was apparently about our own size, with two funnels painted to resemble a Castle liner.

After running away for a little while the large steamer turned to starboard and headed towards us; he was then steering about south and we were steering about south-west. The weather was fine and sunny, with a moderate breeze from north-east. Our speed was 16 knots and his apparently about 18.

At 8,500 yards we fired a shot across his bows, and he immediately opened fire from his starboard after gun. We opened with all port guns, and the firing became general.

We were now well within range and most of his shots going over, consequently our rigging, masts, funnels, derricks, and ventilators all suffered; he was then well open on our port side, all our port guns and his starboard guns engaged and firing rapidly. Owing to decreasing range his machine guns were becoming particularly dangerous, so ship was

turned away from him and range opened ; ship continued to turn until starboard battery was engaged. Two of our hits were seen to take his deck steam pipes, he was well on fire forward, and had a slight list to starboard.

One of his shells had passed through the cabin under our fore-bridge, and although it did not burst it started a fire which became rapidly worse, no water being available owing to the fire-main having been shot through and the chemical fire extinguishers proving of very little use. The fire got such a firm hold that the fore-bridge had to be abandoned and the ship conned from aft, using the lower steering position.

At this time the enemy was on our starboard with a heavy list to starboard, and at 1.50 p.m., or one hour and forty minutes from firing of the first shot, she capsized to starboard and went down bows first with colours flying.

It was some time before we got the fire under, which necessitated keeping the ship before the wind, and consequently we could not go to the assistance of the survivors, some of whom got away in boats and were picked up by one of the colliers.

The enemy before sinking was in wireless communication with some German vessel, and as smoke was seen in the northern horizon and the signalman thought he could make out a cruiser's funnels we went off full speed to the southward.

When we were in touch with *Cornwall* we asked him to meet us, as ship was unseaworthy and practically all communications and navigational instruments were destroyed, rendering the conning and navigation of the ship difficult and uncertain. On the 15th at 4.30 p.m. the *Bristol* picked us up and escorted us until relieved by the *Cornwall*, who took us on to an anchorage to effect temporary repairs.

Seventy-nine projectiles hit the ship, making 304 holes.

LAST ENEMY WIRELESS IN THE PACIFIC DESTROYED.

Sydney, September 22.

REPORTS have been received here that the German wireless station on the Island of Nauru has been destroyed, and that now the British flag floats over the island, although

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the German Governor and his staff have been allowed to remain. It is stated that the enemy have now no wireless stations in the Pacific.

Scattered fighting took place at Rabaul, the German seat of government in New Britain (Neu Pommern) up to nightfall of the 14th. The natives under German leadership proved very troublesome. They fired on our men, cleverly taking cover behind trees, but were easily repulsed with no loss to the Australian force. After this, Rabaul practically surrendered. Dr. Pockley, of the Australian Red Cross Detachment, was shot by a German officer after he had removed his coat with the Red Cross band to cover a wounded man.—*Reuter.*

CORRESPONDENCE RESPECTING MILITARY OPERATIONS AGAINST GERMAN POSSESSIONS IN THE WESTERN PACIFIC.

Presented to both Houses of Parliament by Command of His Majesty.

November, 1915.

[*Cd. 7975.*]

No. 1.

The Secretary of State to the Governor-General of Australia.

(Extract.)

August 6, 1914.

IF your Ministers desire and feel themselves able to seize German wireless stations at New Guinea, Yap in Marshall Islands, and Nauru on Pleasant Island, we should feel that this was a great and urgent Imperial service. You will realise, however, that any territory now occupied must at conclusion of war be at the disposal of Imperial Government for purposes of an ultimate settlement. Other Dominions are acting on the same understanding in similar way, and, in particular, suggestion to New Zealand is being made with regard to Samoa.

HARCOURT.

No. 2.

The Governor-General of Australia to the Secretary of State.

August 10, 1914.

EXPEDITIONARY force of 1,500 men being organised by Government for action suggested in your telegram August 6th. Despatching on merchant cruiser carrying four 4'7 guns. Departure subject to reports from Patey. Will communicate date of despatch later.

FERGUSON.

No. 3.

The Secretary of State to the Governor-General of Australia.

August 18, 1914.

IN connexion with expedition against German possessions in Pacific, British flag should be hoisted in all territories successfully occupied by His Majesty's forces and suitable arrangements made for temporary administration: but no proclamation formally annexing any such territory should be made without previous communication with His Majesty's Government.

HARCOURT.

No. 4.

The Commonwealth Naval Board of Administration to Admiralty.

September 9, 1914.

REAR-ADMIRAL Commanding Australian Squadron reports having put out of action the wireless station, Nauru, this morning.

No. 5.

The Governor-General of Australia to the Secretary of State.

September 12, 1914.

FOLLOWING telegram has been received from Rear Admiral, dated September 12th, Thursday Island:—

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" At 7.30 a.m., on September 11th, Herbertshohe^T was occupied and British flag hoisted without opposition.

" Simpsonhafen swept and ready to be entered September 12th.

" Naval force landed under Commander J. A. H. Beresford, Australian Navy, to destroy wireless telegraph installation met vigorous opposition. Advance party established landing at dawn before enemy aware of intention. From within few hundred yards landing bush fight for almost four miles. Road(s) and front(s) also mined in places and station entrenched. Officer commanding German forces in trench 500 yards seaward side of station has surrendered unconditionally. Our forces now have reconnoitred enemy's strength holding station. Twelve-pounder 18-cwt. guns have been landed and I intend shelling station to-morrow if it does not surrender.

" Regret to report following casualties :—

" *Killed.*—Lieutenant-Commander Charles B. Elwell, R.N. ; Captain B. A. Pockley, Army Medical Corps ; two seamen, Australian Naval Reserve.

" *Wounded.*—Lieutenant Rowland G. Bowen, R.A.N. ; two seamen, Royal Australian Naval Reserve.

" Total German casualties not yet known, but up to present I have following prisoners on board :—two German officers ; five German non-commissioned officers, including one wounded ; and thirty native police. There are more to come."

FERGUSON.

No. 6.

The Governor-General of Australia to the Secretary of State.

September 13, 1914.

FOLLOWING telegram has been received from Rear-Admiral Patey this day :—

" Australian Naval Reserve captured wireless station Herbertshohe 1 a.m., September 12th, after eighteen hours' bush fighting over about six miles. Herbertshohe and Rabaul garrisoned and base established Simpsonhafen. Our total casualties : two officers killed, one officer wounded, names

already reported. Reserve seamen: four killed, three wounded. Have prisoners: German officers two, including commandant; German non-commissioned officers fifteen; and native police fifty-six. German casualties, about twenty to thirty killed."

FERGUSON.

No. 7.

The Secretary of State to the Governor-General of Australia.

September 14, 1914.

YOUR telegrams of September 12th and September 13th. Please convey to your Ministers and to officers and men of His Majesty's Australian Navy cordial congratulations of His Majesty's Government on the successful occupation of Herbertshohe, Rabaul, and Simpsonhafen.

HARCOURT.

No. 8.

The High Commissioner for the Western Pacific to the Secretary of State.

OCTOBER 14TH.—I have received following telegram from Governor-General of Australia:—

"Phosphate Company's steamship *Messina*, which is leaving this week for Ocean Island, suggest that instructions to Commissioner to occupy Nauru should be issued. *Messina* will pick up military guard at Rabaul to enforce occupation, if necessary, and guard will be returned to Rabaul with German discharged employés of the Phosphate Company, which will be held responsible for victualling Nauru."

At my request, Vice-Admiral Patey, His Majesty's Ship *Australia*, has reported as follows:—

"I see no objection to proposal provided that Phosphate Company undertakes to provision the island and the Administration of Rabaul can spare guard.

"German Government representative, Nauru, formally and unconditionally surrendered on September 9th to His Majesty's Ship *Melbourne*, and is at Nauru at present on

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parole. This island is included in capitulation of German Pacific possessions, dated September 17th, 1914.

"It is to be understood that no convoy is available.

"The population consists of thirty Germans, 1,700 natives, and 500 Chinese. There are eighteen armed native police. No organised defences."

Please telegraph instructions.

ESCOTT.

No. 9.

The Secretary of State to the Governor-General of Australia.

October 15, 1914.

I AM informing High Commissioner for Western Pacific that *Messina* should convey an officer from Gilbert and Ellice Islands Protectorate to take charge at Nauru.

HARCOURT.

No. 10.

The Secretary of State to the High Commissioner for the Western Pacific.

(Extract.)

October 15, 1914.

YOUR telegram October 14th. I have no objection to Governor-General's proposals, and suggest that *Messina* should convey Workman to take charge at Nauru.

HARCOURT.

No. 11.

Commonwealth Naval Board of Administration, Melbourne, to Admiralty.

OCTOBER 17TH, 1914.—Administrator, Simpsonhafen, reports by telegram as follows:—

"With reference to German wireless telegraphic messages intercepted by Thursday Island and in continuation of my message of October 9th I have to report that in the absence

of the fleet I deputed Lieutenant-Commander Jackson, R.N., on 8th instant, to take command of H.M.A.S. *Nusa*, and to proceed to search for German warship *Komet*, reported to be on north coast New Britain, accompanied by a detachment of infantry under Lieutenant-Colonel Paton. *Komet* was captured, together with the captain, four German officers, fifty-two natives, complete wireless outfit, and one quick-firing gun. Have commissioned *Komet* with Jackson in command. *Komet* is proceeding to Sydney with late Governor and prisoners. Urgently desirable for reasons affecting administration that she be armed effectually and returned as soon as possible under command of Jackson. Local knowledge of this officer essential.

“ Details forwarded with Jackson.

“ Telegram repeated to Vice-Admiral Commanding.”

No. 12.

*The Secretary of State to the Governor-General of
Australia.*

October 20, 1914.

HIS MAJESTY'S GOVERNMENT have learnt with much satisfaction of capture of German ship *Komet* with complete wireless equipment. Skill with which expedition was devised and carried out reflects great credit on all concerned.

HARCOURT.

No. 13.

*The Secretary of State to the Governor-General of
Australia.*

November 14, 1914.

WORKMAN sails from Brisbane by *Southport* about November 15th, for Nauru. I propose he should act for the present under instructions from High Commissioner for the Western Pacific. Do your Ministers agree?

HARCOURT.

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No. 14.

The Governor-General of Australia to the Secretary of State.

November 19, 1914.

ADMINISTRATOR of Rabaul reports Australian troops took possession of Nauru November 6th ; British flag hoisted, occupation proclaimed, garrison posted ; German Commissioner, twenty-five others, taken prisoners and sent to Sydney by *Messina*, which left Nauru November 15th ; thirty-seven British employes Pacific Phosphate Company repatriated, seven British employes Pacific Phosphate Company deported two months ago by Britishers to Ocean Island ; wireless station not damaged.

May Nauru be now considered open to trade ?

Concur that Workman act under instructions of High Commissioner for Western Pacific. High Commissioner for Western Pacific informed.

FERGUSON.

No. 15.

The Secretary of State to the Governor-General of Australia.

November 21, 1914.

YOUR telegram of November 19th. Nauru will be open to trade when Workman arrives.

HARCOURT.

No. 16.

The Governor-General of Australia to the Secretary of State.

*Governor-General's Office, Melbourne,
October 29, 1914.*

SIR,

I HAVE the honour to transmit herewith, for the information of His Majesty's Government, copies of despatches received from Colonel W. Holmes, D.S.O., V.D., Commanding Naval and Military Expedition.

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[SEPT.]

The Commonwealth Attorney-General has been asked to advise with regard to the actual terms of surrender agreed upon, and on receipt of his reply I shall have the honour to further communicate with you in the matter.

I have, &c.,

R. M. FERGUSON,
Governor-General.

ENCLOSURE I IN NO. 16.

H.M.A.S. "*Berrima*," *Rabaul, New Britain*,

September 13, 1914.

SIR,

THE expedition under my command reached Blanche Bay on the 11th instant. At daylight on that day an advance party of thirty-five Naval Reserves, under the command of Lieutenant Bowen, and accompanied by Captain Pockley, Army Medical Corps, was sent ashore. Half of the party was landed at Kabakaul and the other at Herbertshohe, with instructions to push on rapidly and seize the wireless stations believed to exist in this vicinity. It was soon discovered that these places were defended and the enemy did not intend to give them up without a fight. Finding that these parties were met with opposition, I reinforced them with two more companies of the Naval Reserves, two machine gun sections, and a detachment of the Army Medical Corps, under Commander Elwell, at Kabakaul. Commander Beresford also accompanied this party. About 11.15 a.m. a request was received from the shore for a medical officer to be sent from this ship to attend to a wounded German, and soon afterwards I received information that Captain Pockley and Able Seaman Williams had been seriously wounded and were being sent back to the ship. I then determined to put on shore at Herbertshohe four companies of infantry, under Lieutenant-Colonel Watson, to co-operate in the attack. It was necessary to land this latter force in boats, which naturally occupied some time. In the meanwhile the naval force had pushed on in the direction of the wireless station.

The force which they had to meet consisted of German

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reservists and the native armed constabulary, all led by German officers. The arms carried by the natives were all up-to-date German weapons.

The line of attack was, owing to the very heavy timber on either side, practically confined to the road, across which at several points trenches had been placed, and a good deal of trouble was caused the attacking force by natives posted high up in coco-nut trees, armed with rifles.

As it did not appear that the operation would be successful before dark, instructions were given to Commander Beresford and Lieutenant-Colonel Watson to retire to the beach before dark, and I arranged with the Admiral that, on the following morning, if the resistance still continued, the fleet would shell with shrapnel the high ridge between Kabakaul and Herbertshohe at daylight, and that immediately thereafter the attack should be resumed with vigour and the places carried. However, at nightfall the wireless station was surrendered to the force attacking from Kabakaul. I may state that this force was also accompanied by Captain Travers, my Intelligence Officer, who was present at the surrender. It was found that the wireless station was complete and well equipped, and working almost up to the last moment; but prior to surrender the iron supports of the towers had been cut through and the station thereby rendered inoperative. A party under Lieutenant Bond, and accompanied by Captain Travers, remained in the possession of the wireless station during the night. As the wireless station had been rendered useless and there was little hope of repairs being effected for some time, I directed that it be abandoned—the instruments being first removed—and that the party there should retire to the coast. Commander Beresford was instructed to move his force to Herbertshohe and remain there for the present as garrison.

Commander Beresford was directed yesterday to furnish full report on the day's operations, together with list of casualties, but this has not yet been received, but as far as I am aware they are as follows:—

Killed.—Captain Pockley, Army Medical Corps; Commander Elwell, Royal Australian Navy; Able Seamen Williams, Courtney, Moffat, Street.

Wounded.—Lieutenant Bowen, Royal Australian Navy; Able Seamen T. Sullivan, J. Tonks, A. P. W. Skillen.

From information received by me up to the present, in the absence of Commander Beresford's report, the three officers referred to, also Lieutenant Bond, who accepted the surrender of the wireless station, and Captain Travers (Intelligence Officer), who accompanied him, acted in a very gallant way.* Captain Pockley removed the Red Cross badge from his arm and handed it over to one of his men who was without one, and paid the penalty with his life.

I have no information as to the total casualties on the enemy's side, but know there were quite a number. Amongst the prisoners taken by my force were three German officers, Captain Wuchert (Commanding the Native Armed Constabulary), Lieutenant Mayer, and Lieutenant Kemf, about sixteen white non-commissioned officers and men, and some fifty-six natives. The officers will probably be forwarded to Sydney by the fleet, when leaving here in a few days.

Yesterday afternoon the *Berrima* proceeded from Herbertshohe to Rabaul and made fast to the pier at about six o'clock. Immediately afterwards the garrison for this place, consisting of four companies infantry, one section machine guns, and one company Naval Reserves, were put ashore, and occupied the town without opposition. All Government offices, including Post Office, were seized and German flags flying removed.

At the present time my dispositions are as follows:—

Garrison at Herbertshohe under Commander Beresford: four naval companies, two companies infantry, one 12-pounder field gun from His Majesty's Australian Ship *Sydney*, one machine gun section, detachment Army Medical Corps.

Garrison at Rabaul under Lieutenant-Colonel Paton: one company Naval Reserves, four companies infantry, one machine gun section, detachment Army Medical Corps.

The balance of my troops will be held in reserve on board this ship in Simpsonhafen.

The flag will be hoisted at Rabaul this afternoon at three o'clock and my Proclamation read with as much ceremony as possible. The whole of the troops available will parade,

* I wish to specially mention these five officers.—W. H.

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march past, and salute the flag, while the warships in Simpsonhafen will co-operate by firing a royal salute. I have appointed an officer to organise native police and have made necessary arrangements for proper administration of the territory.

I propose for the present to make my headquarters at Herbertshohe, and probably later on at Rabaul.

Yesterday I forwarded by motor cycle orderly to the Acting Governor of German New Guinea a formal demand for surrender. He is not either at Herbertshohe or Rabaul, but has retired inland about ten miles, to a place called Toma. About 8 p.m. my messenger returned with a letter from a Government official stating that the Acting Governor would reply to my communication at 4.30 p.m. to-day. In the event of his reply not being satisfactory, or his not calling upon me in response to my request, it is my intention to despatch a force to effect his arrest.

I understand from the Admiral that he intends leaving, with the warships *Australia*, *Melbourne*, and *Sydney*, for Sydney, for the purpose of escorting the Australian Expeditionary Force to Europe, leaving at Simpsonhafen the destroyers and submarines for our protection. It seems likely, therefore, that my force will be in this locality for some considerable time. I therefore ask, seeing that I am supplied with provisions for only sixty days, that the necessary steps be taken in sufficient time to replenish. I will have an estimate of requirements prepared and forward to you.

The health of the troops is excellent, there not being a single case of sickness in the hospital.

WILLIAM HOLMES, Colonel,
Brigadier Commanding.

To the Chief of the General Staff,
Melbourne.

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[SEPT.]

ENCLOSURE 2 IN NO. 16.

*Government House, Rabaul, New Britain,**September 14, 1914.*

SIR,

AS the warships are not leaving here for Sydney until to-morrow, I take the opportunity of forwarding you some further information as to our doings yesterday.

The flag was duly hoisted yesterday (Sunday afternoon) at three o'clock, the warships in the harbour co-operating by firing a salute.

The ceremony was held on a small park in the town close to the wharf, where I erected a temporary flagstaff. I paraded all available troops, and also men whom I have engaged for the native police force, on three sides of a square facing the flag. The Admiral and all officers of the fleet were present at the ceremony, which I studied to make as impressive as possible, both for the benefit of the European residents and the natives. Immediately upon the flag being broken the troops gave a royal salute, after which the National Anthem was sung by all present. Three cheers were then given for His Majesty the King. After this the Proclamation of which I forward you herewith a copy was read by the Brigade Major, and the whole of the troops—Navy and Army—native police, and a large number of friendly natives, marched past the flag in column of route and saluted it. Flagship's band attended.

A great number of copies of Proclamation in English and in German have been posted in conspicuous places throughout the town, and copies have also been forwarded to Herbertshohe.

Immediately after the dismissal of the parade I received a message from the *Protector*, lying off Herbertshohe, that the German troops were again advancing to attack that place, which was garrisoned by four companies Naval Reserves and two companies infantry under Commander Beresford. I immediately gave orders for two companies infantry to stand by, and soon afterwards sent them on board the *Encounter* to reinforce Herbertshohe garrison, Colonel Watson being sent in command. From reports received, however, I find that the attack was not of a very serious character.

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About five o'clock my cyclist orderly returned with a letter from the Acting Governor of German New Guinea—Haber by name—reiterating his previous statement that no resistance would be offered to the occupation, but that he had no power to surrender New Britain or any other part of the German Possessions. He stated he had no objection to meeting me and discussing the situation. From his letter I find that he has retired still further into the mountain country to a place called Baining. I regarded his reply as unsatisfactory, and concluded that he was merely temporising in order to facilitate his escape. I therefore determined, after consulting with the Admiral, to instruct Colonel Watson to march at five a.m. on the 14th (to-day) with four companies infantry and two machine gun sections towards Toma—about ten miles from Herbertshohe—and endeavour to clear up the situation and effect the arrest of the Governor.

At six o'clock this morning I received a wireless message from Watson, through the *Encounter*, which was standing by at Herbertshohe, that he had arranged with the Commander of that ship to shell a position which he had received information was occupied in some strength between Herbertshohe and Toma, and that immediately upon the cessation of the shelling he would proceed to carry out my orders to march on Toma.

The shelling by the ship was distinctly heard here and continued for about one hour, which should certainly have a great moral effect upon the enemy's troops. I have, of course, received no further information from Colonel Watson.

About 11 a.m. an English Methodist Missionary stationed on the north coast at Kabakada, near Talili Bay, reported that a new road had lately been completed from Toma westerly, a distance of about ninety miles, to the port of Pondo, and that he had reliable information that the Governor and the troops with him, who had been stationed at Toma for a month past, were marching to the coast with a view of embarking on board the German ship *Komet* for conveyance to Friedrich Wilhelmshafen, in German New Guinea. This information I conveyed to the Admiral, and steps are being taken to at once search this locality by means of destroyers.

This morning I arrested twenty officials of the late German Government; men who have no other interests here, and whom I consider an element of danger, as I have strong suspicion that they are in communication with the Governor and the German troops still in the field. These, together with seventeen other Germans now on board the *Berrima* and about thirteen sent up from Herbertshohe yesterday, will be sent to the fleet to-day and taken to Sydney. Many of these prisoners aver that they are non-combatants, but merely planters; but they are German reservists, and, I have every reason to believe, were engaged fighting against us, and to allow them to remain would only hamper my administration. All the native prisoners who have been taken I am making use of for working purposes.

The Admiral has just called to see me and states that he intends leaving for Sydney early to-morrow morning with the *Australia*, *Melbourne*, and *Sydney*, and will leave here at my disposal the *Encounter*, the destroyers, and two submarines, also the *Protector*, and that probably the French warship *Montcalm* will arrive from Noumea and co-operate.

After consultation with the Admiral it has been decided not to move my force from this place until matters are more settled, and that an expedition will then be undertaken for the capture and occupation of Friedrich Wilhelmshafen, in German New Guinea, but this move will not be made until after consultation with Captain Lewin, of the *Encounter*, and the French Admiral.

Colonel Paton is doing good work as Officer Commanding Garrison at Rabaul. Captain Twynam is organising the native police satisfactorily, Lieutenant Ravenscroft is acting as Provost Marshal, and Lieutenant Manning (a Sydney barrister) is carrying out the duties of Assistant Judge Advocate.

The water supply at Rabaul is fairly satisfactory, but precaution is taken to boil the water before use.

I have just received information from Colonel Paton that, before the seat of government was removed from here to Toma, a large amount of cash was deposited by Treasury officials for safe keeping at the offices of some German companies. This is being investigated, and Paton states that he believes he is now in fair way to recover about £3,000.

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I have not yet received report as to supplies required for the population here, but, as soon as I ascertain what is necessary, I propose to get the fleet to wire for same to be forwarded to merchants or storekeepers here under my guarantee for payment.

The health of the troops still continues satisfactory, and I do not anticipate any difficulty in carrying on efficiently the administration of this territory. I will take every opportunity of keeping you informed from time to time of the progress of events.

A German Imperial flag, which I removed from the Government Administrative Buildings here, is being despatched to the Lord Mayor of Sydney, with a suggestion that he might make use of it in any way he thinks best for the purpose of stimulating recruiting for the additional forces which I have no doubt Australia will be despatching.

WILLIAM HOLMES, Colonel,
Commanding Australian Naval and Military Expedition.

To the Chief of the General Staff,
Melbourne.

PROCLAMATION.

PROCLAMATION ON BEHALF OF HIS MAJESTY GEORGE THE FIFTH, BY THE GRACE OF GOD, OF THE UNITED KINGDOM OF GREAT BRITAIN AND IRELAND, AND OF THE DOMINIONS OVERSEAS, KING, DEFENDER OF THE FAITH, EMPEROR OF INDIA.

By COLONEL WILLIAM HOLMES, D.S.O., V.D., BRIGADIER COMMANDING HIS MAJESTY'S AUSTRALIAN NAVAL AND MILITARY EXPEDITIONARY FORCE.

WHEREAS the forces under my command have occupied the Island of New Britain :

And whereas upon such occupation the authority of the German Government has ceased to exist therein :

And whereas it has become essential to provide for proper government of the said Colony, and for the protection of the lives and property of the peaceful inhabitants thereof:

Now I, WILLIAM HOLMES, Companion of the Distinguished Service Order, Colonel in His Majesty's Forces, Brigadier

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[SEP

Commanding the aforesaid Expeditionary Force, do hereby declare and proclaim as follows :—

(1) From and after the date of these presents the Island of New Britain and its dependencies are held by me in military occupation in the name of His Majesty the King.

(2) War will be waged only against the armed forces of the German Empire and its allies in the present war.

(3) The lives and private property of peaceful inhabitants will be protected, and the laws and customs of the Colony will remain in force so far as is consistent with the military situation.

(4) If the needs of the troops demand it, private property may be requisitioned. Such property will be paid for at its fair value.

(5) Certain officials of the late Government may be retained, if they so desire, at their usual salaries.

(6) In return for such protection it is the duty of all inhabitants to behave in an absolutely peaceful manner, to carry on their ordinary pursuits so far as is possible, to take no part directly or indirectly in any hostilities, to abstain from communication with His Majesty's enemies, and to render obedience to such orders as may be promulgated.

(7) All male inhabitants of European origin are required to take the oath of neutrality prescribed, at the garrison headquarters ; and all firearms, ammunition, and war material in the possession or control of inhabitants are to be surrendered forthwith, as is also all public property of the late Government.

(8) Non-compliance with the terms of this Proclamation, and disobedience of such orders as from time to time may be promulgated, will be dealt with according to military law.

(9) It is hereby notified that this Proclamation takes effect in the whole Island of New Britain and its dependencies from this date.

Given at Government House, Rabaul ;

This twelfth day of September, 1914.

WILLIAM HOLMES,

Brigadier Commanding.

Witness,

FRANCIS HERITAGE, Major,
Brigade Major.

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ENCLOSURE 3 IN No. 16.

*Government House, Rabaul, New Britain,**September 19, 1914.*

SIR,

IN my letter to you, dated September 14th, I mentioned that I had instructed Colonel Watson to march with four companies of infantry and two machine gun sections towards Toma, with instructions to effect the arrest of the Governor. Watson's advance from Herbertshohe was preceded by the shelling of the ridge with the guns of the *Encounter*. This shelling evidently had a very good effect, as before Watson reached Toma he was met by a flag of truce from the Governor, who offered to come in and confer with me, and requested in the meantime an armistice for four hours. This concession was at first refused by Watson, but afterwards arrangements were made by him for the Governor to meet me at Herbertshohe on the following morning at 11 o'clock.

At 9.30 a.m. on the 15th instant I proceeded to Herbertshohe from here, being accompanied by Major Heritage, Commander Stevenson, Royal Navy, and the other members of my staff. The interview with the Governor, whose name is Dr. Haber, continued until 3 p.m., when certain conditions of surrender were tentatively agreed to, the Governor stating that he preferred to consult his military officers before actually executing any agreement. I therefore gave him a typewritten copy of the conditions we had verbally agreed to and arranged to meet him again at the same place at 12 noon on Thursday, 17th instant.

It is interesting to note that, while I was parleying with the Governor as to terms of surrender, the French warship *Montcalm*, with the French Admiral on board, passed in full view from our meeting place at Herbertshohe, and I had great pleasure in drawing the Governor's attention to her presence, at which he seemed rather disturbed. I may state that the Governor was received at Herbertshohe by a guard of honour of 100, which remained in attendance throughout the interview and saluted him on his departure.

In accordance with the arrangements above referred to, I again met the Governor at Herbertshohe on the 17th

instant, when terms of capitulation were discussed and, in a few minor points, amended. They were then signed by the Governor and myself, the former's signature being witnessed by the German Military Commandant (Von Klewitz) and mine by Commander Stevenson, Royal Navy.

Upon my return to Simpsonhafen at about 7 p.m., I arranged with Captain Lewin, of the *Encounter*, to despatch to you, through the flagship *Australia*, the following wireless message :—

“ Have met Governor, who states has no power formally surrender any portion German territory ; has agreed in writing cease further resistance and transfer administration of whole German New Guinea to me on following terms :—

‘ Armed forces now in field surrender at once with military honours ; Governor leaves here on parole, no obstacle return Germany ; officers of regular Army remain prisoners of war ; all others on taking oath of neutrality allowed return their plantations ; black troops join native constabulary now being organised ; all moneys and property late Administration transferred to me ; civil officials not required by me, or who will not take oath neutrality, deported to Australia, but no obstacle returning Germany ; any British subjects now prisoners to be released forthwith.’

“ Governor's undertaking does not cover any offensive action by German cruisers, with which communication destroyed ; am now administering from Rabaul ; will visit Wilhelmshafen and other parts first opportunity ; everything satisfactory, health of troops excellent ; supplies for population ordered through Admiral urgently required ; additional rations, boots and lightest clothing for troops, also £5,000 for pay, necessary ; civil officials deported to be paid three months' salary from October 1st, also travelling expenses to Europe for selves and families, to be refunded from German Colonial subsidy by Governor.”

Attached hereto I am forwarding you a copy of the complete agreement arrived at. I intend to retain possession of the original until after I take possession of Friedrich Wilhelmshafen and other places which I may find it necessary to visit.

I have taken possession of Government House at this place, and propose to carry out the administration of the

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Possessions from this point, and, in order to enable me to devote all my attention to this duty, I propose to leave the command of the troops to Watson.

I mentioned that I was sending a large number of prisoners to Sydney by the fleet, but last night I received a message from the Admiral, who was on his way from here to Australia, that he was returning to this place and would arrive this day about 4 p.m., so that I shall now have the prisoners who were sent away back again on my hands. In view of the agreement arrived at I shall probably be able to release some of these to-morrow if they are prepared to take the oath of neutrality. The Governor himself will probably arrive in Rabaul on Monday next, and I have arranged to afford him accommodation in the Deputy Governor's quarters until a ship is available for sending him to Australia.

I understand that the sudden change of plans on the part of the fleet in returning here was due to information that a couple of days ago the German cruisers *Scharnhorst* and *Gneisenau* had passed Apia and were steaming in a north-westerly direction. No doubt it is the intention of the fleet to follow up these ships, but this will not be confirmed until I see the Admiral.

I do not know yet what amount of money will be transferred to me by the Governor when the surrender of troops takes place, but so far I have managed to get possession in the town of 45,000 marks, all of which is believed to be German Government money. This, and a great deal more, will be required for carrying on the Government of the place.

You will remember the only money I took with me for pay of the men was £5,000, and as there are good stores here the men are applying for advances on their pay, principally in order to purchase thinner shirts and other clothing, as that issued them by the Government is absolutely unfitted for wear within the tropics, so that the money I now have with me will soon be exhausted; I shall be glad, therefore, if you will see that my request for further funds is attended to without delay.

Another most important matter is the question of supplies, particularly for the population. The Admiral will, no doubt, long ere this have despatched to you the wire I suggested

being sent ordering these goods, and I trust that they may now be on the water, as there are so many natives, consisting principally of Kanakas, Chinamen, and Japanese, whose staple food is rice, of which this town is almost cleared out ; and unless food supplies are replenished at once there is certain trouble in store for me at the hands of the native population.

To fill the vacancy caused by the death of Captain B. C. A. Pockley, killed in action, I applied for and obtained the consent of the Admiral for him to transfer the services of Dr. G. C. Byrne, who has been engaged on the *Encounter* at intelligence duties. I have appointed Dr. Byrne a Captain in the force at the usual rate of pay.

I have made a complete inspection of the whole of the garrison, including the barracks, hospitals (European and native), headquarters native constabulary, administrative buildings, post office, Customs house, legal departments, and all other places, and am gradually getting everything reduced to order. I propose to appoint Lieutenant Fry, whom I attached as Adjutant to the "Kanowna" contingent, and who will return here, I hope, in a day or two, Treasurer under the Administration, and it will be his duty to receive money, property, and documents to be surrendered by the Governor on Monday next.

September 21, 1914.

I have just received information from the Admiral that an opportunity for despatching a mail by the *Murex* will occur this afternoon, so I shall complete your letter.

Yesterday I received from the Admiral your inquiry as to supplies required for the troops here, and immediately afterwards requested the Admiral to despatch the following reply to you on my behalf :

"Recommend in addition to supplies already ordered through Admiral for population, that supplies for troops similar in quantities to those originally placed on *Berrima* be forwarded, but preserved meats substituted for frozen. Also four hundredweight malt, and fifty-six pounds hops, kerosene instead of candles. More clothing of lightest possible kind required, previous supply unbearable in tropics ;

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one pair of boots per man needed. Merchants here propose ordering goods through Justus Scharff, York Street, Sydney, who should be encouraged to supply, and thus restore normal conditions. Return freights copra assured if market not seriously dislocated. Require also five thousand pounds for pay for troops."

I have suggested preserved meats because there are very poor facilities on shore here for storing frozen meat. At present we are depending almost entirely on the ship's refrigerating chamber, but as the *Berrima* may be ordered back at any time, and we will have to depend entirely on our shore provisions, then preserved meats will be the best.

The malt and hops are required for making yeast for baking bread. I have already erected on shore bread-baking plant, in order to afford the garrisons a change of food from the hard biscuits. Candles are of no use whatever on account of the high temperature. Kerosene is best for lighting purposes.

I wish again to impress upon you the fact that the thick clothing in use in Australia, which was issued to the troops for this expedition, is absolutely unbearable in this climate, and most of the men have, therefore, been compelled to buy lighter clothing from the stores here, out of their private purses, so please arrange that only the very lightest possible clothing be sent. One thousand five hundred pairs boots, of sizes similar to those previously issued, should also be despatched.

I am endeavouring to restore, as soon as possible, normal conditions of affairs as regards supplies for the population, and I have induced the principal merchants to despatch orders for goods to Messrs. Justus Scharff & Company, York Street, Sydney,* assuring them that there was very little risk, as the trade routes to these parts were quite open. I have also written myself to Justus Scharff, urging them to comply with these orders, and I would be glad if you also would communicate with that firm and encourage them to do all they can to open up trade with these islands. The merchants inform me that there is a large quantity of copra to be shipped away to market, and opportunity of so doing could be taken when the ship by which my provisions are conveyed is returning.

* I believe these people are British. This might be ascertained.—W: H.

Five thousand pounds (£5,000) additional will, I estimate, be required for pay of the troops at the different garrisons. I shall continue to pay them in British coin, and shall reserve the moneys which I am to take over from the late German Administration for carrying on the government of this place.

Yesterday I received through the Admiral a notification from the Naval Board that the Government had appointed me Administrator. This fact has been publicly announced here, and I have entered upon the duties.

As far as I am aware at present, there are only about £50 worth of postage stamps of the late German Administration available. These I am having marked "G. R. I.," by means of printing press which I have discovered here, but I would suggest that steps be at once taken to furnish me with Australian postage stamps, say, £300 worth, at the earliest opportunity.

Yesterday I dealt with about fifty-five prisoners in terms of the agreement of capitulation. Many of them have taken the oath of neutrality and returned to their farms. Others, particularly officials of the late German Administration, are prisoners on parole, whom I shall despatch to Sydney at the earliest opportunity, as keeping them here, where they can get into touch with natives, is not conducive to good administration.

The formal surrender of the German troops is taking place to-day at Herbertshohe, and I am expecting the Governor and a large number of prisoners to arrive here this evening. I have arranged for quarters for the Governor until he can be shipped away, and the prisoners will be dealt with in terms of the agreement. Until this evening I shall not know what amount of money will be handed over by the Governor, and this mail closes at 4 p.m. to-day. The information must be deferred until my next letter to you, or possibly I may advise you by wireless.

Early to-morrow morning I am leaving here for Friedrich Wilhelmshafen, escorted by the *Australia*, *Encounter*, French flagship *Montcalm*, and possibly a destroyer. I am taking with me four companies of infantry, under Colonel Watson, and will probably detach two companies as garrison at that place, and return here in about a week to resume my administrative duties.

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After conference with the Admiral, it has been decided, on arrival at Friedrich Wilhelmshafen, to send Captain Travers (my Intelligence Officer), accompanied by Lieutenant Mayer (a German regular officer, who was taken prisoner), ashore with a copy of the terms of surrender in English and another in German, for presentation to the head official there, with an intimation that I have come to take possession and occupy the place in terms of the agreement, and also secure an assurance from him that there will be no resistance to such occupation, and that the harbour is not mined or defended. In this matter I do not anticipate that there will be any difficulties, as the Governor's surrender included the whole of the German possessions lately under his administration, including the mainland of New Guinea.

The health of the troops, and also the population, continues good. The European hospital at the top of the hill, near Government House, has only just been opened, and is most complete in all its fittings and appointments. At the present time it is occupied by seven German sailors from the *Planet*, who are, of course, prisoners, and another German prisoner, whose right hand was shot off in the engagement at Herbertshohe on the 11th instant. There are no men of our own inmates of that institution. In the native hospital there are 131 cases, and I understand this is about the usual number. This place is controlled by two German doctors, who are, I understand, very clever at treating native diseases, and, indeed, tropical diseases of all kinds, and I propose, if they will remain, to retain them in their positions.

Lieutenant-Colonel Paton is still commanding the garrison at Rabaul, and Commander Beresford, R.A.N., is in charge at Herbertshohe, and I shall probably leave Major Martin, of the infantry battalion, in command at Friedrich Wilhelmshafen.

As my duties as Administrator increase, I may possibly find it necessary to place Lieutenant-Colonel Watson in military command, so as to afford me full opportunity of attending to the other work, but I will keep you fully advised from time to time, as opportunity offers, of any such changes.

WILLIAM HOLMES, Colonel,
Administrator.

To the Chief of the General Staff,
Melbourne.

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TERMS OF CAPITULATION.

[SEPT.

MADE this 17th day of September, 1914, between Colonel William Holmes, D.S.O., V.D., Brigadier Commanding the Australian Naval and Military Expeditionary Force, on behalf of His Most Gracious Majesty George the Fifth, of the first part, and Herr E. Haber, Acting Governor of the German Possessions known as Deutsch Neu Guinea, on behalf of the Imperial German Government, of the second part.

WHEREAS the principal centres of Deutsch Neu Guinea have been occupied by an overwhelming force under the command of the said Colonel Holmes :

AND WHEREAS the said Acting Governor has no authority to surrender any portion of the German Possessions under his administration, but, in view of the said occupation by the said overwhelming force, the said Acting Governor is prepared to give an assurance that all military resistance to such occupation in Deutsch Neu Guinea shall cease forthwith :

Now, the following terms and conditions are solemnly agreed upon between the said contracting parties :—

(1) The name Deutsch Neu Guinea (German New Guinea) includes the whole of the German Possessions in the Pacific Ocean lately administered from Rabaul by the said Acting Governor, on behalf of the German Imperial Government, and the said Possessions are hereafter referred to as "The Colony."

(2) All military resistance to the said military occupation of the Colony shall cease forthwith.

(3) The armed German and native forces now in the field are to be surrendered at Herbertshohe on the 21st day of September at ten o'clock in the forenoon.

Military honours will be granted.

(4) Upon the said Acting Governor giving his parole to take no further part directly or indirectly in the present war, no obstacle will be placed in the way of his returning to Germany. Such parole shall not prevent the said Acting Governor from tendering to the Imperial Government at Berlin such advice as he may deem proper with regard to terms of peace.

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(5) Such of the officers of the said forces in the field as are officers of the German regular forces will be treated as prisoners of war in the usual manner. Such of the officers of the said forces as are not officers of the German regular forces, but whose usual occupation is civil, on taking an oath of neutrality for the duration of the present war, will be released and permitted to return to their homes and ordinary avocations, except where such avocations are official, in which case the paragraphs 10 and 11 hereof will apply.

(6) As the said Acting Governor gives his assurance that none of the white non-commissioned officers and men now in the field belong to the regular forces of the German Empire, such white non-commissioned officers and men, upon taking the said oath of neutrality, will be released and permitted to resume their ordinary avocations, except where such avocations are official, in which case the terms of paragraphs 10 and 11 hereof will apply.

(7) As it is understood that the safety of the white population depends to an extent on the existence of a native constabulary, that portion of the armed native constabulary which now forms part of the German forces in the field, if found satisfactory, will be transferred to the Military Administration.

(8) As the administration of the Colony during the military occupation will be conducted by the British military commander, all moneys and properties of the late Administration are to be handed over to the said Colonel Holmes, Brigadier Commanding.

(9) During the said military occupation the local laws and customs will remain in force so far as is consistent with the military situation.

(10) As it is intended that administration shall be carried on under the control of British officers, subject to the succeeding paragraph, such only of the civil officials of the late German Administration as it may be considered necessary to retain in an advisory capacity will be continued in their offices. Officials so retained will be required to take the oath of neutrality and their former salaries will be continued. Officials not so retained, and those who refuse to take the said oath, will be deported to Australia, but will have no

obstacle placed in the way of their returning thence to Germany as soon as is possible.

(11) For the protection of the white population against the natives, the German officials now in charge of outlying portions of the Colony will continue in their official capacities until relieved by the Military Administration.

(12) Any British subjects at present imprisoned or held in duress in the said Colony are to be released and returned to their homes and former positions forthwith. This does not apply to such persons (if any) who may be serving a sentence imposed by a criminal court of competent jurisdiction.

IN WITNESS thereof the said contracting parties of this first and second parts have hereunto set their hands this 17th day of September, 1914.

Witness to signature of E. Haber, E. HABER.

VON KLEWITZ.

Witnesses to signature of W. Holmes, WILLIAM HOLMES.

J. B. STEVENSON.

FRANCIS HERITAGE,
Brigade Major.

Addendum.

The contracting parties further agree that all civil officials, whether they take the oath of neutrality or not, be entitled to receive at least their three months' pay from October 1st, 1914, out of the funds of the Colony, and also an advance on travelling expenses for returning home according to the regulations in force under German rule. It is further agreed that they shall have proper facilities for arranging their personal affairs in the Colony.

The Governor promises that the amounts expended under this head will be refunded by the German Imperial Government, out of the yearly Colonial subsidy.

The Brigadier promises that proper care be taken in order to conduct women and children of deported officials to the place where their men are.

All claims due against the German Administration are to be paid for out of the funds of the Colony.

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It is expressly understood that the papers relating to the personal status of the officials of the Colony shall be handed over to a German official designated by the Governor.

E. HABER.

WILLIAM HOLMES.

No. 17.

*The High Commissioner for the Western Pacific to the
Secretary of State.*

*Office of the High Commissioner for the Western Pacific,
Suva, Fiji, October 27, 1914.*

WITH reference to previous telegraphic correspondence on the subject of the temporary appointment of Mr. Charles Workman to be Administrator of the island of Nauru, I have the honour to transmit to you, for your information, a copy of Secretary's confidential letter to Mr. C. Workman, of October 27th, appointing him to act temporarily as Administrator of Nauru.

ENCLOSURE IN NO. 17.

(Extract.)

*Office of the High Commissioner for the Western Pacific,
Suva, Fiji, October 27, 1914.*

SIR,

I AM directed by the High Commissioner for the Western Pacific to inform you that, in accordance with instructions received from the Right Honourable the Secretary of State for the Colonies, His Excellency has been pleased to direct that you should proceed to Sydney by the s.s. *Tofua*, which is due to sail on the 28th instant, and from Sydney to Nauru, or Pleasant Island, by way of Ocean Island, so that you may take charge, temporarily, of the administration of the government in Nauru.

2. I am to enclose a Proclamation, under the hand and seal of the High Commissioner for the Western Pacific, appointing you to be, until further order, Administrator of the island of Nauru, and to exercise all the powers conferred by the Capitulation of September 17th last, of which a copy

⁽¹⁾ See p. 242. is attached, ⁽¹⁾ which made provision for the administration by British officials of certain islands in the Pacific Ocean at that time in the possession of the Imperial German Government, including the island of Nauru.

C. H. HART-DAVIS,
Secretary.

Charles Workman, Esq.,
Deputy Commissioner for the Western Pacific.

PROCLAMATION.

BICKHAM ESCOTT,
High Commissioner.

(L.S.)

27th October, 1914.

IN THE NAME OF HIS MAJESTY, GEORGE V., OF THE UNITED KINGDOM OF GREAT BRITAIN AND IRELAND AND OF THE BRITISH DOMINIONS BEYOND THE SEAS KING, DEFENDER OF THE FAITH, EMPEROR OF INDIA.

BY HIS EXCELLENCY SIR ERNEST BICKHAM SWEET ESCOTT, KNIGHT COMMANDER OF THE MOST DISTINGUISHED ORDER OF SAINT MICHAEL AND SAINT GEORGE, HIGH COMMISSIONER FOR THE WESTERN PACIFIC.

WHEREAS by the terms of the Capitulation of the 17th day of September, 1914, provision was made for the administration by British officials of certain islands in the Pacific Ocean at that time in the possession of the Imperial German Government :

And whereas the island of Nauru is included in the said Capitulation :

And whereas it is expedient that an Administrator should be appointed for the island of Nauru :

Now, therefore, I, Ernest Bickham Sweet Escott, Knight Commander of the Most Distinguished Order of Saint Michael and Saint George, High Commissioner for the Western Pacific, in pursuance of the powers vested in me, do hereby proclaim and appoint Charles Workman, Esquire, a Deputy Com-

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missioner for the Western Pacific, until further order, to be Administrator of the said island of Nauru, and for that purpose to exercise all and sundry the powers conferred by virtue of the said terms of Capitulation of the 17th day of September, 1914.

Whereof let all men take notice and govern themselves accordingly.

God Save the King.

No. 18.

The Governor-General of Australia to the Secretary of State.

Governor-General's Office, Melbourne, November 10, 1914.

SIR,

I HAVE the honour to transmit herewith, for your information, copy of a communication received from Colonel W. Holmes, D.S.O., V.D., Administrator, New Guinea, dated Rabaul, New Britain, October 14th, 1914.

I have, &c.,

R. M. FERGUSON,
Governor-General.

ENCLOSURE IN NO. 18.

BRITISH ADMINISTRATION—GERMAN
NEW GUINEA.

Rabaul, New Britain, October 14, 1914.

SIR,

I HAVE the honour to report, for your information, the following circumstances regarding the capture of the German warship *Komet* (977 tons gross), armed with one Hotchkiss quick-firing gun.

The vessel was the property of the Administration of German New Guinea, and was bought and paid for out of the funds of the Colony, and is included in the books as an asset. She is a most complete and well-found vessel, fitted with wireless installation, built in 1911, and used since as the Governor's yacht.

On the transfer of the Administration to me, I demanded the vessel from the Governor, in terms of the agreement, as part of the property of the Colony, and was informed by him that he was unaware of her whereabouts, as, in response to a direction from Germany, he had transferred her to the German Navy at the beginning of September last.

This information I conveyed verbally to Vice-Admiral Patey immediately after the Governor's surrender, and I understand that the ships of the Australian Fleet had made constant search for her thereafter.

On Saturday, October 3rd, the *Australia* and *Montcalm* left Rabaul at 11.30 p.m. for Suva, followed on the next day by the remainder of the Australian Fleet, some for Suva and others for Sydney, instructions being left here with the King's Harbour Master (Lieutenant-Commander Jackson) that the *Madang* was to be kept in commission for my use for communication between Rabaul and Herbertshohe, and the crews of the *Nusa* and the *Sumatra* were to be paid off, and the ships laid up after portion of their machinery was removed.

I might mention that these three small vessels had been captured by the Fleet on arrival here, and were afterwards armed and made use of for scouting purposes up to the time of departure of Fleet.

At about 2.30 p.m. on October 4th I received information, which I considered reliable, that the *Komet* was in hiding on the north coast of New Britain.

I therefore sent for Lieutenant-Commander J. M. Jackson, R.N., King's Harbour Master, and directed him to disregard the instructions he had received as to paying off the crew of the *Nusa*. I also conferred with him as to the possibility of effecting the capture of the *Komet*, and, as a result, I issued to him the following commission:—

“ *British Administration of German New Guinea.*

“ *Rabaul, New Britain, October 8, 1914.*

“ TO LIEUTENANT-COMMANDER JOHN METCALF JACKSON, R.N.

“ I hereby order you to take command of the armed yacht *Nusa*. She is to be known as H.M.A.S. *Nusa*, and will, until further instructions, act under my orders only.

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“ You will have under your command such officers and men as may be required, from the Naval Brigade attached to the Expeditionary Force under my command.

“ WILLIAM HOLMES, Colonel,
“ Administrator.”

Up to this time the *Nusa* was armed with two 3-pounder guns ; I directed that one of these be taken out and replaced by a 12-pounder, which had been handed over to me by the Navy on a field carriage for land defence. The 3-pounder which was removed I arranged to have placed in position on a motor lorry for quick transport anywhere.

Lieutenant-Commander Jackson was then directed to proceed to sea and search the north coast of New Britain, and effect the capture of the *Komet*. He was provided with a maxim-machine gun and a small force of infantry under the command of Lieutenant-Colonel Paton.

The *Nusa* left Simpsonhafen at midnight, October 8th-9th. At 8.10 p.m. on October 9th I received the following message from Navy Board, Melbourne :—

“ German signals *en clair* heard October 7th, 4.45 a.m., at Thursday Island reporting large men-of-war of Australian fleet had left Rabaul eastward. Did you intercept this signal ? Can you suggest who made it ? ”

I replied at 9.30 p.m. same day :—

“ Signal not heard here. Reports indicate presence of possible station at Tawanakus Bay. Have despatched an expedition.”

At 8.45 a.m. yesterday, 13th instant, I received a wireless message from Lieutenant-Commander Jackson that he had captured the *Komet*, and expected to arrive with her at Rabaul during the forenoon.

The *Nusa*, with her capture, arrived at 12 noon.

Attached hereto I forward copies of reports by Lieutenant-Commander Jackson and Lieutenant-Colonel Paton, detailing the operations of the expedition.

The following wireless message was despatched to you to-day :—

“ From Administrator to Minister for Defence.

“ With reference to German wireless telegraphic messages intercepted by Thursday Island and in continuation of my

message of October 9th, I have to report that in the absence of the fleet I deputed Lieutenant-Commander Jackson, R.N., on 8th instant, to take command of H.M.A.S. *Nusa*, accompanied by a detachment of infantry under Lieutenant-Colonel Paton, to proceed to search for German warship *Komet*, reported to be on north coast New Britain. *Komet* was captured, together with the captain, four German officers, fifty-two natives, complete wireless outfit, and one quick-firing gun. Have commissioned *Komet* with Jackson in command. *Komet* is proceeding to Sydney with late Governor and prisoners. Urgently desirable for reasons affecting administration that she be armed effectively and returned as soon as possible under command of Jackson. Local knowledge of this officer essential."

My reasons for recommending that the *Komet* be armed are that it is necessary to send supplies from here to the principal places in other islands of the colony where food is short, and natives in some cases almost starving, which may at any time give rise to serious trouble. The outbreak of war has interrupted the regular service. Although it is believed the larger German war vessels have gone south-east, there are still some smaller vessels—possibly the *Geier* and *Planet*—in these waters; until they are accounted for, and in the absence of the Australian fleet, merchants will not risk the loss of shipments. When the *Komet* is effectively armed she will be able to act with confidence in the protection of trade. Moreover, it will be necessary for me to visit Friedrich Wilhelmshafen, Kaweing in New Ireland, Kieta in Bougainville, which I am unable to do at present for want of a suitable vessel. I ask, therefore, that no time be lost in dealing with the *Komet* and returning her to me.

I cannot speak too highly of the services rendered by Lieutenant-Commander Jackson, who has been most indefatigable and displayed qualities of seamanship of a high order in navigating dangerous waters without being in possession of accurate or reliable charts. It is on account of these capabilities that I ask that he be returned here in command of the *Komet*, and that consideration be given to the question of granting him the rank of Acting Commander as a reward for his services.

I am taking the opportunity of sending to Australia,

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by the *Komet*, Herr E. Haber, the late Governor of the Colony, and several other officials whom it is undesirable to keep here; also, as prisoners of war, Captain Moeller and four officers of the *Komet*.

With regard to Herr Haber, I must say that, ever since he surrendered, he has acted in a most honourable and straightforward way, and has afforded me every possible assistance. He only arrived in the Colony in April last, and has been most of his time away from headquarters here inspecting the Possessions.

In reply to a letter I addressed him on the 1st instant, advising him that it would be impossible from the funds at my disposal to make the proposed advances on loan to the deported civil officials, he wrote me on the 6th idem, as follows:—

“Referring to Your Excellency’s note of 1st instant, I have the honour to observe that, with regard to the stipulation in question, acceded to by Your Excellency, my intention was to prevent the officials sent out of their offices by Your Excellency’s military action from becoming destitute. Those officials have from their official relations no claim against the Empire, but only against the single Colony. According to your verbal statement they are not prisoners of war. The Power having them under its control is consequently not obliged to accord to them the privileges granted to the prisoners of war by international rules. I have, however, understood from your verbal explanations yesterday that, while it is impossible to take care of them by payment of a three months’ salary and an advance on travelling expenses out of the funds of the Colony, some other way will be found to provide for their board, lodging, and repatriation, together with their family members. In case this is granted, I will be ready to recognise that the stipulation in question, forming part of our agreement of September 17th, can be considered fulfilled in the meaning of Article 35, paragraph 2, of the International Treaty relating to the Laws and Customs of War on Land, of October 18th, 1902.

“The list presented to Your Excellency by Cashier Binder comprises all the officials of the Colony, including the numerous officials at the outlying stations, where correspondingly large amounts of money are in stock, and also,

as far as I could see, some non-official persons. Furthermore, the advances on travelling expenses are set down higher than it was intended by me during the negotiations preceding the agreement, and, besides, I have anticipated that Your Excellency would keep a larger number of officials residing in Rabaul and surroundings in their offices, and deport a smaller number.

“ In compliance with the agreement of September 17th I will endeavour to cause that any amounts expended in the forementioned interests of the officials of the Colony be repaid by the Imperial Government out of the yearly subsidy as soon as I am in a position to take the steps necessary for the purpose.

“ In order that all officials be treated on the same footing, I have the honour to suggest that all amounts paid out, as per list attached to your note of October 1st, be called back. In case that is not possible, I will take the steps necessary for their repayment by the Imperial Government as soon as I can do so. For this purpose, I beg leave to ask that the receipts, or verified copies of the receipts, be handed to me as justification, for the purpose of accounting.”

On October 5th the Governor had the interview with me which he alludes to above. I then explained to him that the deported officials were not prisoners of war, but were sent away as “ undesirables ” from an administrative point of view here ; they were, therefore, in a different position to the officers of the German Regular Army, who would remain prisoners until the end of the war, unless exchanged, and would receive the pay of their respective ranks subject to the usual adjustment of accounts between the nations at the conclusion of war.

I explained to the Governor that payment of the claims rendered was quite impossible, but that I would arrange for him being sent to Australia at the very first opportunity, and he would then himself be on the spot to negotiate for financing the deported officials who might be in need. He informed me that the Imperial German Colonial subsidy for 1914-15 voted for New Guinea by the Imperial Parliament was M. 1,700,000, but up to the present he had only received M. 100,000. I pointed out that when in Sydney he would be in a better position to arrange, either direct or through

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the German Consul-General, for obtaining further funds than here. I also said I felt sure, pending his arrival in Australia, the officials who had already been deported and who were without means would be looked after.

In regard to repatriation, the Governor quite realises that there may be great difficulties in accomplishing this before the conclusion of the war.

Re "Komet."—An investigation of the books made this morning shows that the *Komet* arrived here in August, 1911.

She was built to replace the *Seesturn*, which was lost on a voyage from Australia to New Britain, and cost the sum of M. 645,000. Of this sum the insurance companies paid M. 422,000, and the balance M. 222,600 was provided from the Treasury here.

The annual cost of upkeep was M. 300,000. Of this sum M. 120,000 was paid annually to the Norddeutscher Lloyd Company as a subsidy, for which they provided officers and crew and all expenses, with the exception of repairs and coal, which was paid for by the Government of the Colony out of the balance of the vote.

I understand that, in order to keep the expenditure within the annual appropriation, it was customary to lay the vessel up during the portion of each year.

s.s. "*Komet*," at Sea, October 13, 1914.

SIR,

I HAVE the honour to report that, pursuant to your instructions, I proceeded in the *Nusa*, with Lieutenant-Commander Jackson and a party of naval and military members of the Expeditionary Force, at 4 a.m. on the 9th instant, for the purpose of: (1) clearing up the situation in regard to the wireless station working on the island, and (2) effecting the capture of the *Komet*.

The *Komet* has been captured undamaged, and the wireless plant is aboard and in working order.

The vessel was located at Talassia, a small plantation on the north coast of the island, about 160 miles south-west of Rabaul. The *Nusa* anchored at dusk on Saturday, October 10th, close up to a small island near Talassia, and received.

there definite information of the *Komet's* hiding place. At a conference between Commander Jackson and myself that evening, the plan of attack for the next morning was decided upon. Meanwhile, a strict watch was kept that no communication could reach the *Komet* from the island or the steamer leave her position without being noticed and coming under the fire of our guns. As we steamed along at half speed in the haze, at dawn on the 11th, the masts of the *Komet* were observed through the trees at a range of 1,500 yards. The *Nusa* went full speed ahead and rounded the point behind which the *Komet* was sheltering (until then unobserved) and stopped broadside on at a distance of 400 yards. I proceeded in a boat with Mr. Whiteman, as interpreter, under a white flag. The captain was dressing when I reached the *Komet*, and surrendered the ship in response to my demand. The necessary steps were at once taken for the protection of wireless room, engine room, and all on board disarmed. Commander Jackson then came on board and made all arrangements for the two vessels to leave for Rabaul, and this was accomplished at dawn next day—Monday, 12th.

I desire to specially bring under your notice the zeal, initiative, and indomitable energy of Commander Jackson, who is mainly responsible for bringing to a successful issue this expedition. His keenness is infectious and has been reflected in the whole of the small party. I need hardly add that the negotiation of the innumerable small reefs on the uncharted coast required all the care and skill of an experienced navigator. He has been ably assisted in this respect by Mr. Kominí (Japanese), who volunteered his services *en route*.

The preliminary information which enabled us to locate the approximate position of the captured steamer was supplied by Mr. Whiteman, who accompanied the expedition as Intelligence Officer, and has been very useful in many ways.

I would also like to mention Lieutenant Marsden, who fixed the machine gun in position on the *Nusa*, worked the range finder, overhauled the Hotchkiss gun on the *Komet*, and acted as Executive Officer (military) when the prize crew was placed aboard the *Komet*.

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I am sending under separate cover :—

- (1) List of prisoners (German), 5.
- (2) List of crew, 52.
- (3) List of engagement of crew, showing wages paid and owing.

J. PATON,
Lieutenant-Colonel.

The Administrator, Rabaul.

H.M.A.S. "*Komet*," at Sea, Monday, October 12, 1914.

SIR,

I BEG to submit to you this my report on capture of *Komet*, undamaged, and with wireless intact.

Acting under your orders, and on information received, I proceeded in *Nusa* to Talassia, a district on north coast of Neu Pommern, 170 miles south-west b.w. from Rabaul, and anchored on the evening of Saturday, 10th instant, under the lee of a small island off Talassia. This island has a native village on it, and some of the natives on board *Nusa* had relations in the village, which at once put matters on a good footing.

Nusa approached this island with great caution, keeping close in to Neu Pommern coast and feeling her way among the off-lying reefs, thus making use of a line of approach which would never be guarded against by the *Komet* should she be where we expected.

Owing to a dense haze our approach was entirely unobserved by *Komet* (as will be seen later), and, from very perfect native information obtained on the island, we were able to lie all night with guns trained on spot where *Komet* must emerge should she leave her anchorage before morning.

It was impossible to attack on Saturday evening, owing to failing light and tortuous channel among reefs.

At 5.45 a.m. on Sunday, October 11th, *Nusa* weighed and proceeded towards *Komet*, approaching in perfect silence, engines at half speed, and with white flag at fore. The native chief from the small island was on the fore bridge with me and was of great assistance, as the reefs were barely visible at that early hour; also from his information we were able to keep *Nusa's* guns trained on *Komet* through trees, she herself being as yet screened from view.

As *Komet's* masts appeared over the trees we obtained the exact range—thanks to Lieutenant Marsden's (machine gun section) rangefinder, and we at once increased to "full speed," and came right on to her, completely surprising her crew (captain of *Komet* not dressed, and shaving himself). Lieutenant-Colonel Paton then proceeded on board *Komet* in skiff, with a white flag—Mr. Whiteman with him as interpreter—and the *Komet* surrendered.

Komet carries one machine gun (firing 1 lb. shells), which can fire at rate of 35-40 shells a minute, a large number of rifles for native crew, and small arms for the officers, but thanks to the haze of Saturday evening and *Nusa's* inshore approach, *Komet* was absolutely unprepared and had no other course but to surrender. *Nusa's* plan of attack was carefully considered by Colonel Paton and myself on Saturday evening, and was decided on for following reasons:—

(1) Should *Nusa* have kept off at 4,000 yards and shelled *Komet* it would have caused damage unnecessarily and loss of life; also *Nusa's* shell supply is limited.

(2) Should *Komet* observe *Nusa* carrying out active operations against her, her captain would either have sunk *Komet* with dynamite or other means, and also would have destroyed wireless.

(3) A German station was directly in line of fire behind *Komet*.

(4) It would probably be necessary to shell trenches and gun-pits ashore after shelling *Komet*, which would have wasted large quantities of shrapnel.

(5) The German Governor having already surrendered, presumably his yacht should be included in surrender, and should, therefore, not be shelled.

I would point out the following additional points for your consideration:—

(1) Mr. Komini (Japanese), of Rabaul, was on board *Nusa*, and, thanks to his help and knowledge of natives, *Komet* was exactly located. Mr. Komini showed great enterprise and an absolute indifference to the probability of *Nusa* receiving *Komet's* fire; he also showed his great anxiety to help us by abandoning his occupation of salvaging a wreck off the Talele Islands in order to accompany the expedition.

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(2) Mr. Whiteman, of Rabaul, accompanied the expedition, and it was due to information previously obtained by him that *Talassia* was made our objective.

(3) The military officer in charge of native labour supplied us with natives from the exact locality where we hoped to find *Komet*, and the success of the expedition is very largely due to his discrimination.

Supplement to paragraph 3.—Since capture of *Komet* Mr. Whiteman has acted as Paymaster of *Komet*, and also as Naval Intelligence Officer. Important information re enemy's merchant cruisers is in *Komet's* log, and Colonel Paton, with the assistance of Mr. Whiteman, has collected such information.

Mr. Whiteman has also made a complete list of stores on board *Komet*, and his business knowledge has saved me an immense amount of trouble, my time being fully occupied in navigating the two vessels under my command.

Lieutenant-Colonel Paton has taken charge of prisoners; two of *Komet's* officers were not on board *Komet*, but Lieutenant-Colonel Paton has taken steps to secure them.

I have, &c.,

J. M. JACKSON,
Lieutenant-Commander, R.N.,
Commanding H.M.A.S. *Komet*
and H.M.A.S. *Nusa*.

No. 19.

*The Governor-General of Australia to the Secretary
of State.*

Governor-General's Office, Melbourne, November 11, 1914.

SIR,

I HAVE the honour to forward herewith, for your information, copies of a despatch, dated Rabaul, September 26th, 1914, received from Colonel W. Holmes, D.S.O., V.D., Commanding Naval and Military Expedition.

I have, &c.,

R. M. FERGUSON,
Governor-General.

ENCLOSURE IN NO. 19.

*Government House, Rabaul, New Britain,**September 26, 1914.*

SIR,

I HAVE just returned from Kaiser Wilhelmsland, and beg to confirm the wireless message despatched by me to you from Friedrich Wilhelmshafen, on 24th instant, which ran as follows :—

“Troops under my command occupied Kaiser Wilhelmsland to-day without opposition. Flag hoisted, Proclamation issued ; principal official absent. Four officials and thirteen other Germans surrendered. All subscribed oath neutrality. The officials will be temporarily engaged assist Administration, others are planters, missionaries, business men. Forty fighting men left Wilhelmshafen fortnight ago reinforce German troops, New Britain, but arrived after capitulation—now prisoners at Rabaul. Found private stores well stocked. Health troops excellent. Returning Rabaul.—HOLMES.”

At Wilhelmshafen I left as garrison one and a half company infantry and half company naval reserves, with 500 rounds ammunition per rifle and two months' supplies. I secured the commodious stores of the New Guinea Company as barracks for the troops, and also suitable premises for a hospital. Everything was quiet, and I do not anticipate that any trouble will arise there, but the Officer Commanding the garrison (Major Martin) has been instructed to construct defences against boat landings and take all possible precautions.

The whole of the European residents, who were Germans, surrendered immediately, and, as stated in my telegraphic message, the oath of neutrality was administered to each. The principal official was not available ; I was informed that he had two days previously proceeded into the country on a punitive expedition against some natives who had been giving trouble, but of this I am in doubt. However, Major Martin has instructions to send for him or secure him as soon as he comes in. Amongst the German residents was a medical man who has charge of both European and native hospitals, and I have instructed Captain Byrne—the Medical Officer whom I left there with the garrison—to use his own

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judgment as to whether it will be necessary to continue the services temporarily of the German officer or to dispense with them.

The ships did not arrive at Wilhelmshafen until 11.15 a.m., and the whole of the business of hoisting flag, issuing Proclamation, landing and posting garrison and landing stores, was completed in six hours, and the *Berrima* left this place at 5.15 p.m., reaching Rabaul about 2 p.m. to-day.

For your information, I recapitulate hereunder my dispositions of the troops under command:—

Garrison at Rabaul.

Officer Commanding, Lieutenant-Colonel Paton.

Four companies infantry.

One machine gun section.

Detachment Army Medical Corps (Captain Maguire).

Garrison at Herbertshohe.

Officer Commanding, Commander Beresford, R.A.N.

Four companies naval reserves.

One machine gun section.

Detachment Army Medical Corps (Captain Donaldson).

Garrison at Friedrich Wilhelmshafen.

Officer Commanding, Major Martin.

Half company naval reserves.

One and a half company infantry.

Detachment Army Medical Corps (Captain G. C. Byrne).

Reserve on Board "Berrima."

Officer Commanding, Lieutenant-Colonel W. W. Russell Watson.

Infantry regimental staff.

One and a half company naval reserves.

Two and a half companies infantry.

Detachment Army Medical Corps.

I find on my return to-day that, during my absence, the oil ship *Murex* had left for Sydney, having on board two German officials and thirty prisoners, under a guard consisting of one officer (Lieutenant Partridge), one sergeant, one corporal, eighteen privates, and one private of the Army Medical Corps. The Officer Commanding the garrison here (Lieutenant-Colonel Paton) furnished Lieutenant Partridge

with a letter, to the District Commandant at Sydney, containing a complete list of the prisoners in question.

The amount of money handed over by the German Governor up to the present is, I find to-day, about 400,000 marks—£20,000. I have appointed an officer Treasurer, and he is engaged making up the books, which, as far as I can ascertain, have not been balanced for about two years.

The officers I have placed in charge of the legal work, Customs, police, and postal services are hard at work restoring order out of chaos, and I will keep you supplied from time to time with progress reports of the whole administration.

The ex-Governor, whom I have permitted to remain at Herbertshohe, is to confer with me on the 28th instant, when I hope to gain from him a clear insight into the whole of the business transactions of his Administration.

The health of the whole of the troops under my command continues extraordinarily good, not a single case being in hospital at the present time.

Although the weather is hot here there is generally a strong south-east trade wind blowing, which tends to reduce the temperature and make the conditions bearable.

The work of the troops is being done principally in the early morning and again late in the afternoon, while during the hotter part of the day, from 11 a.m. until 4 p.m., they are resting.

After the occupation of this place I was fortunate in securing possession of two modern Krupp field guns on carriages, one carriage being in good order, the other broken. I propose sending these to Sydney on the first opportunity, and it has occurred to me that it might stimulate recruiting for future Australian contingent if one gun was exhibited at the Town Hall, Melbourne, and the other at the Town Hall, Sydney.

A wireless station has been erected at the top of the hill overlooking Rabaul alongside Government House, and should prove of inestimable advantage in keeping up communication with the fleet.

I have, &c.,

WILLIAM HOLMES, Colonel,
Administrator.

The Hon. the Minister for Defence,
Melbourne.

The Governor-General of Australia to the Secretary of State.

January 26, 1915.

FOLLOWING is extract from communication received by Military Commandant, Sydney, from Dr. Haber, late Governor, German New Guinea, dated January 11th:—

“ I may add the expression of the hearty gratitude which all of our party owe to you for the courtesy and attention bestowed on every one of us. I will, of course, be glad to report to my Government all about the fair and courteous treatment received by us under your command, and I hope that my statements will help to ensure full reciprocity in case an opportunity for it should be offered with regard to British subjects. I take the liberty of wishing you every further success in your important command.”

FERGUSON.

The Secretary of State to the Governor-General of Australia.

Downing Street, March 2, 1915.

SIR,

I HAVE the honour to request your Excellency to inform your Ministers that I have received from the Lords Commissioners of the Admiralty a précis of the reports and letters furnished by the Vice-Admiral commanding His Majesty's Australian Fleet to the Commonwealth Naval Board, covering the operations in the Pacific for the period from the end of July to the end of September, 1914.

2. In forwarding this précis the Lords Commissioners of the Admiralty observe that they have read it with great interest, and that they are of opinion that the arrangements planned and carried out so satisfactorily reflect great credit, not only on Sir George Patey, but also on the Commonwealth Naval Board and on the Commonwealth Government.

3. I have already had occasion to convey to your Government the congratulations of His Majesty's Government on more than one further successful operation of vessels of His Majesty's Australian Fleet, at dates subsequent to those

covered by Admiral Patey's report. I desire to take this opportunity of expressing once again the high appreciation of His Majesty's Government of the services which the Royal Australian Navy has rendered to the Empire during the first six months of the war.

I have, &c.,

L. HARCOURT.

No. 22.

The Governor-General of Australia to the Secretary of State.

*Governor-General's Office,
Melbourne, February 9, 1915.*

SIR,

I HAVE the honour to transmit herewith, for your information, two copies of each of the undermentioned despatches* received from the Administrator, Rabaul.

I have, &c.,

R. M. FERGUSON,
Governor-General.

ENCLOSURE I IN NO. 22.

THE ADMINISTRATOR TO THE MINISTER OF
DEFENCE, MELBOURNE.

(Extract.)

Rabaul, New Britain, October 21, 1914.

ON the 16th instant I despatched the steamer *Nusa* from this port with a small force, under the command of Major Heritage, to Kaweing, with the threefold object: (1) to release Mr. Jolly (British Consul), who was reported to have been interned there during the war; (2) to hoist the British flag, read my Proclamation, administer oath of neutrality, or take any other steps necessary to establish British rule; and (3) to ascertain the whereabouts of the *Siar*, capture her, and bring her to this port. This expedition has not yet returned, and I am without news as to the result of their mission.

* Extracts only printed.

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ENCLOSURE 2 IN No. 22.

THE ADMINISTRATOR TO THE MINISTER OF
DEFENCE, MELBOURNE.

(Extract.)

Rabaul, New Britain, October 27, 1914.

I HAVE now to inform you that the expedition under Major Heritage was successful in every respect, as he returned to this port early on the morning of the 23rd instant with the s.s. *Siar* (450 tons gross) and two auxiliary schooners, *Matupi* and *Sente*. The *Siar* and the *Sente* are the property of the New Guinea Company, and the *Matupi* of Hensheim & Company. Enclosed herewith is forwarded, for your information, Major Heritage's report on his expedition.

On Saturday, 24th instant, I received information that a large three-masted auxiliary schooner (110 horse-power), named the *Somoa*, was in hiding on the west coast of New Britain. I therefore despatched the steamer *Madang*, under the command of Lieutenant-Commander Lambton, R.A.N.R., to secure her. Lieutenant-Commander Lambton returned to Rabaul on the following day with the *Somoa* in his possession. She is a well-found boat, and one of the finest of her kind trading in these waters.

Official application has been made to me by representatives of the owners of the steamships *Sumatra*, *Madang*, *Meklong*, which were captured by the Australian Fleet, and also the *Siar*, *Matupi* and *Sente*, for such vessels to be returned, but in each case I have replied that the vessels were taken on the high seas and were therefore prizes, and must be held as such, at any rate until a decision to the contrary is given by any Prize Court which may adjudicate on the same.

*Government House,
Rabaul, October 25, 1914.*

SIR,

I HAVE the honour to report that I took command of the armed ship *Nusa* on Friday, 16th instant, and a detail of fifteen soldiers, with one machine gun. Captain Strasburg, master mariner, had been appointed navigating officer.

In accordance with your instructions I proceeded to Kaweing with the object of hoisting the Union flag and

proclaiming British military occupation over New Ireland, to release the British Consul, Mr. Jolly, who had been detained there as a prisoner, and to deport the German Commissioner. In addition, my instructions were to search for and capture the steamer *Siar*, which had been engaged in smuggling cargo into New Britain, &c.

The expedition reached Kaweing on the afternoon of Saturday, 17th instant; the flag was hoisted and saluted, the Proclamation published, and steps taken to release Mr. Jolly and get the German Commissioner in.

I could obtain but little information regarding the *Siar*, but had the impression confirmed that she was in hiding at Garden Island, some 70 miles south-east of Kaweing. Accordingly I put to sea at 9 o'clock the same night, leaving Lieutenant Basil Holmes with ten men for a garrison at Kaweing, and steamed for Garden Island. This place was reached in a thick haze about 11 o'clock Sunday morning, 18th instant. From a knowledge of island custom I anticipated that, if in harbour, the officers of the vessel would be breakfasting at the trading station. This surmise proved to be correct, as, on coming abreast of the station, white men were noticed hurrying from the verandah. Proceeding at full speed the *Nusa* was headed for the little harbour of Tekeriki, where the steamer *Siar*, the large motor schooner *Matupi*, and smaller motor schooner *Sente* were found anchored. Before the officers could reach their ships I had prize crews placed on board, and all the arms seized, and ships' papers taken into custody. Petty officer Clark was put in charge of the *Siar*, together with able seaman Courtney as engineer; the engines of this vessel were found to have been temporarily dismantled. At daylight on Monday, 19th instant, the *Nusa* towing the *Siar*, and motor schooners under their own power, weighed anchor for Kaweing, reaching that place the following morning at 8 o'clock, where the *Siar's* engines were placed in working order and fuel taken on board. Mr. Jolly had, in the meantime, been released, and the German Commissioner came in at noon and surrendered himself, at the same time formally handing over New Ireland to the British Government.

I arranged for Lieutenant Basil Holmes to remain at Kaweing in temporary charge of the Administration with a

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detail of six soldiers, it being understood that a permanent garrison would be despatched within a week from Rabaul.

On Wednesday, 21st instant, the flotilla put to sea, *Siar* being under her own steam; the German Commissioner, also the German Treasurer and one reservist, as prisoners of war on board, and Mr. Jolly as a passenger. It was found necessary for the *Nusa* to tow the motor schooner *Matupi*; *Sente* under her own power.

The expedition came to anchorage at Rabaul early Friday morning, 23rd instant.

The services rendered by Captain Strasburg were very valuable, and it was his local knowledge which enabled the captured ships to be found so quickly. I would further desire to bring under Your Excellency's notice the good work done by petty officer Clark, placed in charge of the *Siar*, and able seaman Courtney, in charge of the engine-room of that ship.

It is submitted that the captured ships are legal prizes, the *Siar* having been engaged in bringing contraband goods from abroad, and, with the assistance of the *Matupi* and *Sente*, smuggling such goods ashore at various points in the archipelago. The *Siar* was flying the German flag when captured. The master of this vessel informed me that his instructions were to take all steps to avoid capture by a British ship.

I have, &c.,

FRANCIS HERITAGE.

Major.

The Administrator. _____

No. 23.

The Governor-General of Australia to the Secretary of State.

Governor-General's Office,

Melbourne, February 16, 1915.

SIR,

I HAVE the honour to transmit herewith copy of a report from the Administrator, Rabaul, New Britain.

I have, &c.,

R. M. FERGUSON,

Governor-General.

ENCLOSURE IN No. 23.

THE ADMINISTRATOR TO THE MINISTER OF
DEFENCE, MELBOURNE.

(Extract.)

Rabaul, New Britain, December 11, 1914.

IN my despatch of November 28th I mentioned the fact that I had sent an expedition to the Admiralty Islands. This force left Rabaul on November 19th, under the command of Major Heritage, on board the s.s. *Siar*, and visited the Admiralty and Hermit Islands. The flag was hoisted at both places, Proclamation read, and garrisons posted; the *Siar* returned to Rabaul on the 28th idem. Opportunity was taken at the same time to despatch a general cargo to these islands on behalf of the merchants here, and bring back return shipments of copra. The commercial earnings of the vessel on this expedition amounted to £356 12s. 6d., and, as the debits totalled £200, the expedition, in addition to achieving its object of military occupation, resulted in a sound profit as a commercial venture.

The same course is being followed in connexion with the trip of the *Meklong* to Bougainville, the net results of which I will advise you in next despatch.

The places which have now been satisfactorily occupied and flag hoisted by the forces under my command are :—

NEW BRITAIN	{	Rabaul.
	{	Herbertshohe.
NEW IRELAND	{	Kaweing.
	{	Namatanai.
	{	Muliamia.
KAISER WILHELMSLAND		—Frederick Wilhelmshafen.
NEW HANOVER.		
BOUGAINVILLE	{	Kieta.
	{	Buka.
ADMIRALTY'S GROUP	{	Komuli—St. Andrew's Group.
	{	Lorengau.
	{	Nares Hafen.
HERMIT'S GROUP		—Maron.
DUKE OF YORK GROUP		—Mioko.
NAURU.		

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The whole of the late German possessions south of the Equator may now therefore, I think, be considered to have been satisfactorily dealt with by my force. Other stations will be visited as opportunity offers, such as Eitape and Morobe in Kaiser Wilhelmsland, but there is no immediate hurry, as there is a strong garrison posted at Frederick Wilhelmshafen.

I have, &c.,

WILLIAM HOLMES, Colonel,
Administrator.

THE "SCHARNHORST" AND "GNEISENAU" IN THE
PACIFIC.

(*Communiqué by French Ministry of Marine.*)

Bordeaux, October 2.

ON September 22nd the German cruisers *Scharnhorst* and *Times*, *Gneisenau*, off Papeete in the island of Tahiti, sank the small Oct. 4, 1914. French gunboat *Zélée*, which had been disarmed since September 14th and was consequently without guns or crew. The German cruisers then bombarded Papeete, which is an open town, after which they stood out to sea.

As all the ports in the ocean are occupied by Anglo-French forces, the revictualling of the German cruisers will speedily become impossible. They will then have to try their strength with the cruisers of the Allies, which are pursuing them across the Pacific.

NEW SCALE OF SEPARATION ALLOWANCES.

A MEMORANDUM by the Parliamentary and Financial *Times*, Secretary to the Admiralty (Dr. Macnamara), relating to Sept. 23, 1914. separation allowances to the wives and children of seamen, marines, and reservists on the books of His Majesty's ships was issued yesterday. The scale on which the new separation allowances will be paid, for the period of the war, is as follows :

Sailor.	Marine on Ship's Books.	Wife.	Children.	Motherless Children.
		Per week.	Per week.	Per week.
Class I. :				
Ordinary Seaman	Private	6s.	1st child, 2s.	3s. each.
Able Seaman ..	Corporal		2nd child, 2s.	
Leading Seaman	Sergeant and equivalent ranks.		Subsequent children, 1s. each.	
2nd Class Petty Officer and equivalent ratings.				
Class II. :				
Petty Officer ..	Colour-Sergeant and equivalent ranks.	7s.	Ditto.	Ditto.
Petty Officer, 1st Class, and equivalent ratings.				
Class III. :				
Chief Petty Officer and equivalent ratings.	Quartermaster - Sergeant and Staff Sergeant.	8s.	Ditto.	Ditto.
Class IV.	Warrant Officer ..	9s.	Ditto.	Ditto.

The payment in respect of children will be made to boys under 14 and girls under 16 years of age.

Families now residing within the London Postal area will receive an additional allowance of 3s. 6d. per week.

The necessary authority for payment of the new separation allowances will be issued as soon as possible, and allowances will be paid week by week as from October 1st to all persons who are then entitled to receive them.

Admiralty, September 23.

Times,
Sept. 24,
1914.

In connection with the grant of separation allowances to wives and children of Navy ratings, Marines, and Reservists, the Admiralty wish to make it known that arrangements are being made for communicating with all persons entitled to the allowance without any application on their behalf.

The large number of letters on the subject which have already been received at the Admiralty and Royal Marine

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Divisions cannot all be answered individually without delaying the work of preparing for payment, and it is hoped that this announcement will be accepted as a reply to any letters which may remain otherwise unanswered.

There is, in fact, no need for applications to be made for the allowances, as the Admiralty will issue the necessary forms at the earliest possible date to all persons entitled to the same.

LOSS OF THE "ABOUKIR," "HOGUE" AND
"CRESSY."

Admiralty, September 23.

THE Secretary of the Admiralty communicates the following statement for publication :

H.M. Ships *Aboukir* (Captain John E. Drummond), *Hogue* (Captain Wilmot S. Nicholson), and *Cressy* (Captain Robert W. Johnson) have been sunk by submarines in the North Sea.

The *Aboukir* was torpedoed, and whilst the *Hogue* and the *Cressy* had closed and were standing by to save the crew, they were also torpedoed.

A considerable number were saved by H.M.S. *Lowestoft* (Captain Theobald W. B. Kennedy), and by a division of destroyers, trawlers, and boats.

Admiralty, September 25.

The sinking of the *Aboukir* was of course an ordinary hazard of patrolling duty. The *Hogue* and *Cressy*, however, were sunk because they proceeded to the assistance of their consort and remained with engines stopped endeavouring to save life, thus presenting an easy and certain target to further submarine attacks. The natural promptings of humanity have in this case led to heavy losses which would have been avoided by a strict adherence to military considerations. Modern naval war is presenting us with so many new and strange situations that an error of judgment of this character is pardonable. But it has been necessary to point out for the future guidance of His Majesty's ships, that the conditions which prevail when one vessel of a squadron is injured in a

minefield or is exposed to submarine attack, are analogous to those which occur in an action, and that the rule of leaving disabled ships to their own resources is applicable, so far at any rate as large vessels are concerned. No act of humanity, whether to friend or foe, should lead to a neglect of the proper precautions and dispositions of war, and no measures can be taken to save life which prejudice the military situation. Small craft of all kinds should, however, be directed by wireless to close on the damaged ship with all speed.

The loss of nearly 60 officers and 1,400 men would not have been grudged if it had been brought about by gunfire in an open action, but it is peculiarly distressing under the conditions which prevailed. The absence of any of the ardour and excitement of an engagement did not, however, prevent the display of discipline, cheerful courage, and ready self-sacrifice among all ranks and ratings exposed to the ordeal.

The duty on which these vessels were engaged was an essential part of the arrangements by which the control of the seas and the safety of the country are maintained, and the lives lost are as usefully, as necessarily, and as gloriously devoted to the requirements of His Majesty's service as if the loss had been incurred in a general action. In view of the certainty of a proportion of misfortunes of this character occurring from time to time, it is important that this point of view should be thoroughly appreciated.

The loss of these three cruisers, apart from the loss of life, is of small naval significance. Although they were large and powerful ships, they belonged to a class of cruisers whose speeds have been surpassed by many of the enemy's battleships. Before the war it had been decided that no more money should be spent in repairing any of this class, and that they should make their way to the sale list as soon as serious defects became manifest.

Berlin, September 23.

K.V. No confirmation is yet to hand from German sources regarding the sinking of the British armoured cruisers *Aboukir*, *Hogue* and *Cressy* in the North Sea, as the submarines have not yet been able to report owing to their distance. From

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other sources it is learned that the engagement took place on September 22nd between 6 and 8 a.m. at a distance of twenty nautical miles north-west of the Hook of Holland, and that the *Aboukir* was the first boat to be struck by torpedo. The Dutch steamer *Flora* brought 287 survivors to Ymuiden.

Report by Commander Bertram W. L. Nicholson, R.N., Late of H.M.S. "Cressy."

September 23, 1914.

SIR,

I have the honour to submit the following report in *Times*, connection with the sinking of H.M.S. *Cressy* in company ^{Sept. 26.} with H.M.S. *Aboukir* and *Hogue* on the morning of September 22nd.

Whilst on patrol duty *Aboukir* was struck at about 6.25 a.m. on starboard beam. *Hogue* and *Cressy* closed and took up position, *Hogue* ahead of *Aboukir* and *Cressy* about 400 yards on port beam.

As soon as it was seen that *Aboukir* was in danger of sinking all boats were sent away from *Cressy* and picket boat was hoisted out without steam up; when cutters full of *Aboukir's* men were returning to *Cressy*, *Hogue* was struck, apparently under aft 9'2-in. magazine, as a very heavy explosion took place immediately after the first explosion. Almost directly after *Hogue* was hit we observed a periscope on our port bow about 300 yards off. Fire was immediately opened and engines put full speed ahead with intention of running her down. Our gunner, Mr. Dogherty, positively asserts that he hit the periscope and that the submarine then showed her conning tower, which he struck, and the submarine sank. An officer standing alongside the gunner thinks that the shell struck only floating timber, of which there was much about, but it was evidently the impression of the men on deck, who cheered and clapped heartily, that the submarine had been hit. This submarine did not fire a torpedo at *Cressy*.

Captain Johnson then manœuvred the ship so as to render assistance to crews of *Hogue* and *Aboukir*. About five minutes later another periscope was seen on our

starboard quarter. Fire was opened, the track of the torpedo she fired at range of 500 to 600 yards was plainly visible, and it struck us, starboard side, just before the after bridge; the ship listed about 10 deg. to starboard and remained steady—time 7.15 a.m. All watertight doors, dead-lights, and scuttles had been securely closed before the torpedo struck ship. All mess stools and tables, shores, and all available timber below and on deck had been previously got up and thrown over the side for saving of life. A second torpedo fired by the same submarine missed and passed about twenty feet astern. About a quarter of an hour after the first torpedo had hit a third torpedo, fired from a submarine just before starboard beam, hit us in No. 5 boiler-room—time 7.30 a.m. The ship then began to heel rapidly and finally turned keel up, remaining so for about twenty minutes before she finally sank at 7.55 a.m.; a large number of men were saved by the casting adrift of a pattern 3 target; the steam pinnace floated out of her crutches, but filled and sank.

The second torpedo which struck *Cressy* passed over sinking hull of *Aboukir*, narrowly missing it. It is possible that the same submarine fired all three torpedoes at *Cressy*.

The conduct of the crew was excellent throughout. I have already reported the splendid service rendered by Captain Phillips, master of the trawler *L. T. Coriander* and his crew, who picked up 156 officers and men.

I have the honour, &c., &c.,

BERTRAM W. L. NICHOLSON,
Commander, Late H.M.S. *Cressy*.

*Report by Commander Reginald A. Norton, R.N., Late of
H.M.S. "Hogue."*

September 23, 1914.

SIR,

Times,
Sept. 26.

I have the honour to report as follows concerning the sinking of H.M. Ships *Hogue*, *Aboukir*, and *Cressy*:

Between 6.15 and 6.30 a.m. H.M.S. *Aboukir* was struck by a torpedo. The *Hogue* closed the *Aboukir*, and I received orders to hoist out the launch, turn out, and prepare all boats,

and unlash all timber on the upper deck. The two lifeboats were sent to the *Aboukir*, but before the launch could get away the *Hogue* was struck on the starboard side amidships by two torpedoes at intervals of ten to twenty seconds. The ship at once began to heel to starboard. After ordering the men to provide themselves with wood, hammocks, &c., and to get into the boats on the booms and take off their clothes, I went, by Captain Nicholson's directions, to ascertain the damage in the engine rooms. An artificer engineer informed me that the water was over the engine-room gratings. While endeavouring to return to the bridge the water burst open the starboard entry port doors, and the ship heeled rapidly. I told the men in the port battery to jump overboard, as the launch was close alongside, and soon afterwards the ship lurched heavily to starboard. I clung to a ringbolt for some time, but eventually dropped on to the deck, and a huge wave washed me away. I climbed up the ship's side, and was again washed off.

Eventually, after swimming about from various overlaid pieces of wreckage, I was picked up by a cutter from the *Hogue*, Coxwain L. S. Marks, which pulled about for some hours picking up men and discharging them to our picket boat and steam pinnace, and to the Dutch steamers *Flora* and *Titan*, and rescued in this way Commander Sells, Engineer-Commander Stokes, with legs broken, Fleet Paymaster Eldred, and about 120 others. Finally, about 11 a.m., when we could find no more men in the water, we were picked up by H.M.S. *Lucifer*, which proceeded to the *Titan* and took off from her all our men except about twenty who were too ill to be moved.

A Lowestoft trawler and the two Dutch ships *Flora* and *Titan* were extraordinarily kind, clothing and feeding our men. My boat's crew, consisting mainly of R.N.R. men, pulled and behaved remarkably well. I particularly wish to mention Petty Officer, 1st Class, Halton, who by encouraging the men in the water near me undoubtedly saved many lives.

Lieutenant-Commander Phillipps-Wolley, after hoisting out the launch, asked me if he should try to hoist out another boat, and endeavoured to do so; the last I saw of him was on the after bridge doing well. Lieutenant Tillard was picked up by the launch, got up a cutter's crew, and saved many

lives, as did Midshipman Cazalet in the *Cressy's* gig. Lieutenant Chichester turned out the whaler very quickly.

A Dutch sailing trawler sailed close by, but went off without rendering any assistance, though we signalled to her from the *Hogue* to close after we were struck.

The *Aboukir* appeared to me to take about thirty-five minutes to sink, floating bottom up for about five minutes. The *Hogue* turned turtle very quickly in about five minutes and floated bottom up for some minutes. A dense black smoke was seen in the starboard battery, whether from coal or torpedo cordite I could not say. The upper deck was not blown up, and only one other small explosion occurred as we heeled over.

The *Cressy* I watched heel over from the cutter; she heeled over to starboard very slowly, a dense black smoke issuing from her when she attained an angle of about 90 deg., and she took a long time from this angle till she floated bottom up with the starboard screw slightly out of the water. I consider it was thirty-five to forty-five minutes from the time she was struck till she was bottom up.

All the men in the *Hogue* behaved extraordinarily well, obeying orders even when in the water swimming for their lives, and I witnessed many cases of great self-sacrifice and gallantry.

Farmstone, able seaman, R.F.R., H.M.S. *Hogue*, jumped overboard from the launch to make room for others, and would not avail himself of assistance until all men near by were picked up; he was in the water about half an hour.

There was no panic of any sort, the men taking off their clothes as ordered and falling in with hammock or wood.

Captain Nicholson, in our other cutter, as usual, was perfectly cool and rescued a large number of men. I last saw him alongside the *Flora*.

Engineer-Commander Stokes, I believe, was in the engine-room to the last, and Engineer-Lieutenant-Commander Fendick got steam on the boat-hoist and worked it in five minutes.

I have the honour to submit that I may be appointed to another ship as soon as I can get a kit.

I have the honour, &c.,

REGINALD A. NORTON,

Commander, Late H.M.S. *Hogue*.

DOCUMENTARY HISTORY—NAVAL

Berlin, September 28.

The following information can now be given as to the *K.D.* destruction of the three British cruisers of the *Cressy* class by the German submarine U 9. On the early morning of September 22nd U 9 was steaming on a south-westerly course twenty miles north-west of the Hook of Holland. The sea was smooth and the weather clear but partially misty. Towards 6 a.m. U 9 sighted three large hostile cruisers who were approaching in the opposite direction in open order line abreast. U 9 determined to attack the centre ship of the three cruisers, carried out this project, and gave the cruiser, the *Aboukir*, a deadly blow with a torpedo. The cruiser sank in a few minutes. As both the other cruisers approached the spot where the *Aboukir* sank U 9 made a successful torpedo attack on the *Hogue*. This cruiser also disappeared under the waves after a short time. U 9 now turned towards the *Cressy*. Almost immediately after the torpedo struck her the *Cressy* heeled over, remained afloat for a time keel uppermost and then sank. The whole fight, from the first torpedo discharge to the last, lasted about an hour.

Not a single shot was fired by any of the English cruisers.

The statements of the British Press that "Submarine assistance" ships under the Dutch flag were present at the battle are false, also the tales by surviving Englishmen that the cruisers were attacked by several submarines, some of whom they stated to have been destroyed by fire from the cruisers. As a matter of fact only the U 9 was present.

After the sinking of the *Cressy* many British cruisers, torpedo boats, &c., arrived on the spot, and certain torpedo-boat destroyers pursued the submarine. U 9 was chased until the evening of September 22nd to not far from the Terschelling Bank. At dusk the submarine was able to run out of sight of the torpedo boats and the next day reached a home harbour undisturbed with her triumphant crew.

AERIAL ATTACK ON DÜSSELDORF.

Admiralty, September 23.

YESTERDAY (September 22nd) the British aeroplanes of the Naval Wing delivered an attack on the Zeppelin sheds at Düsseldorf. Conditions were rendered very difficult by

the misty weather, but Flight-Lieutenant C. H. Collet dropped three bombs on the Zeppelin shed, approaching within 400 ft. The extent of the damage done is not known. Flight-Lieutenant Collet's machine was struck by one projectile, but all the machines returned safely to their point of departure.

The importance of this incident lies in the fact that it shows that in the event of further bombs being dropped into Antwerp or other Belgian towns measures of reprisal can certainly be adopted, if desired, to almost any extent.

THE FRENCH FLEET IN THE ADRIATIC.

Vienna, September 24.

K.V. IT is officially announced that the French fleet which, since its useless bombardment of Punta d'Ostro on September 1st, had remained outside the Adriatic, has performed new deeds of valour in the last few days. It appeared on September 19th at 6 a.m. off the Bay of Cattaro, and for an hour again bombarded the forts at the entrance of the bay with their heaviest guns, making some hits and wounding one gunner. The fleet, about 40 units strong, then steamed for Lissa, and at 10 a.m. bombarded the semaphore station and the lighthouse. Two men were wounded, but no other damage was done. The whole fleet operated until about 5 o'clock in the waters of Lissa, and then left the scene of its exploits, steering a south-west course. Part of the fleet then appeared off Pelagosa and bombarded the lighthouse there. After the destruction of the signal station and after disgusting pollution of the drinking water by landing parties, and after seizing the meagre provisions of the poor lighthouse keepers, and taking away their washing, the squadron left the Adriatic.

Vienna, October 17.

K.V. The Press Bureau announces officially :
" Details are to hand concerning the bombardment of the works in the Bay of Cattaro on September 19th. The bombardment was undertaken by two French battleships and three cruisers, which were accompanied by four transports. At 5.30 a.m. several ships were sighted nearing the harbour

DOCUMENTARY HISTORY—NAVAL

entrance in two groups. As soon as the ships came within range the coast batteries at Lustica and the mortar batteries at Ostro opened fire, whereupon the ships altered course to the west and opened fire. The minimum range was 5,000 to 6,000 mètres from the Ostro point. The ships soon got out of range and the fire from the works therefore ceased. Immediately afterwards the French vessels opened a lively fire on the open sea, presumably against imaginary submarines. At 6.50 a.m. the enemy turned to the south-west and soon disappeared in the smoke and fog. The batteries at Lustica and Ostro made one successful hit. The French fired 200 shots of heavy and medium calibre. The stone fort of Ostro was hit on one side without sustaining particular damage. Nine or ten shots fell on the cliffs of Punta d'Ostro where they left visible traces by the splintering of the rocks. The fort of Mamola was hit three times with slight results. One shot went through the observation platform of the guard-house. Two shots fell in the neighbourhood of the wireless station of Klinei. Two men were severely wounded."

THE "EMDEN" IN INDIAN WATERS.

(Official Statement.)

Simla, September 23.

A HOSTILE cruiser appeared off Madras harbour at half-past nine last night and started firing on the oil tanks, setting two alight. On our guns replying the cruiser ceased firing, put out her lights, and steamed away, the whole affair lasting only fifteen minutes. *Times,*
Sept. 25,
1914.

The casualties were two Indians and one boy in the harbour killed. There was no panic or excitement in Madras, and the attitude of the Press and the public was admirable.—*Reuter.*

From Lloyd's Agent at Madras.

September 22.

Madras bombarded last night, presumably by *Emden*. Two B.C.O. oil tanks fired, now burnt out. Loss one million and a half gallons; one empty tank riddled, one tank liquid fuel damaged by shell, sheds damaged. Chubra hit, damage slight, other shipping practically undamaged. General damage infinitesimal. Several lives lost.

Berlin, September 23.

K.V.

The crews of the British ships sunk by the German cruiser *Emden* in the Bay of Bengal have arrived in Calcutta and expressed their gratitude for the courtesy shown towards them by German officers. The raiding expedition of the *Emden* commenced on September 10th, when she sank the steamer *Indus* after taking off its crew. The *Emden* was able to ascertain the position of all the ships in the Bay, and she sank the steamers *Loo*, *Kabinga*, *Killin*, and *Diplomat*. The Italian steamer *Laroumno* was captured but later released. The latter ship mined several other steamers, which thus escaped capture. The *Tratbock* was later sunk, and the crews of all the ships were put on board a steamer, which was ordered to sail for Calcutta. Two German ships accompanied this vessel to within seventy-five miles of the mouth of the Hooghly River.

DIPLOMATIC CORRESPONDENCE OF THE UNITED STATES GOVERNMENT RELATING TO VIOLATIONS OF NEUTRALITY BY BELLIGERENT WARSHIPS.

The British Ambassador to the Counsellor.

British Embassy,

Washington, September 24, 1914.

DEAR MR. COUNSELLOR,

U.S.D.C.

YOU were good enough to call my attention to a report which had reached your attention to the effect that a British warship had communicated by wireless with the shore a request for some supplies. I at once informed my Government, who have telegraphed to me that His Majesty's ships have been instructed on no account to telegraph to New York for supplies or newspapers.

Yours sincerely,

CECIL SPRING-RICE.

DOCUMENTARY HISTORY—NAVAL

The German Ambassador to the Secretary of State.

(TRANSLATION.)

*Imperial German Embassy,
Washington, D. C., October 21, 1914.*

MR. SECRETARY OF STATE,

I AM told that the tug *F. B. Dalzell* at 11 p.m. in the night of September 30th–October 1st, put to sea from Pier 6 East River, New York, to carry provisions to the British cruiser *Essex*. The *Essex* was lying about 5 nautical miles off Gedney Channel, two nautical miles south-east of Scotland Lightship. As she came out of Gedney Channel the tug is said to have come under the searchlight of the American warship *Florida* that was lying in front of the channel. The provisions, about 40 tons of fresh meats wrapped in cloth, were taken from the tug in boats that had been sent from the war vessel. The tug then returned to New York where it arrived at daybreak. U.S.D.C.

The tug *G. H. Dalzell*, which belongs to the same line, went on a similar errand in the night of October 1st–2nd. That tug also left from Pier 6 East River.

I have the honour to bring the foregoing to Your Excellency's knowledge with a request that you will kindly set on foot an investigation of the case and ascertain whether it constitutes a violation of the neutrality laws.

Accept, &c.,

J. BERNSTORFF.

The British Ambassador to the Secretary of State.

*British Embassy,
Washington, October 31, 1914.*

SIR,

WITH reference to my verbal communication which I made on the 16th with regard to the Italian steamship *Amista*, I have the honour, under instructions from my Government, to make the following communication:—

This ship was chartered by the Berwind-White Coal Mining Company of New York and loaded coal and stores at Newport News. Representations were made in writing to the collector of customs by the British Vice-Consul on the ground that the Berwind-White Coal Mining Company of New York was under strong suspicion of chartering neutral ships in order to supply German cruisers, that the firm named in Punta Arenas as receivers of the cargo, were only nominal consignees, and that the neutral clause in the vessel's charter party was incorrect.

The collector replied that he had inquired into the matter and had satisfied himself that the master and agents of the vessel were acting in good faith and that he could not see his way to withhold clearances.

The vessel cleared at the custom house on October 17th and the collector invited the Consul to inspect the clearance papers which were in order, the vessel clearing for Montevideo *via* Barbados.

I have now received information from my Government to the effect that the *Amista* never arrived at Barbados. At the slowest speed she should have arrived October 24th. Under these circumstances I have the honour to invite the earnest attention of your Government to this confirmation of the suspect character of the vessel's voyage.

I have to add that the systematic way in which neutral ships have left American ports in order to supply German cruisers, and have been allowed to operate freely in the ports of the United States, in spite of the warnings which have been given, is a matter which causes grave anxiety to His Majesty's Government. I am therefore instructed to request that in view of the usages of international law and the terms of the instructions of the United States Government to local authorities for the preservation of the neutrality of the United States, such measures as are possible may be taken to prevent the use of ports of the United States for this unneutral purpose.

I have, &c.,

CECIL SPRING-RICE.

DOCUMENTARY HISTORY—NAVAL

The Acting Secretary of State to the British Ambassador.

Department of State,

Washington, November 2, 1914.

EXCELLENCY,

WITH reference to your note of the 31st ultimo regarding *U.S.D.C.* the Italian steamship *Amista*, which is reported to have cleared from Newport News on the 17th ultimo for Montevideo via the Barbados, where you state she appears not to have arrived, I have the honour to advise you that steps have been taken to make a further investigation of this case with a view to determining any other facts in regard to the *bona fides* of the destination of this vessel. The Department will also undertake to ascertain, if possible, whether the consignee of the cargo of the *Amista* expected such shipments to arrive.

You further state that the systematic way in which neutral vessels have left American ports in order to supply German cruisers and have been allowed to operate freely in the ports of the United States in spite of the warnings which have been given is a matter which causes grave anxiety to His Britannic Majesty's Government, and you request under instructions from your Government that such measures as are possible may be taken to prevent the use of the ports of the United States for this unneutral purpose.

In reply I have the honour to state that so far as I am advised every suspicious case of vessels leaving American ports to supply German cruisers which has been brought to the attention of the Government of the United States, with any basis of fact to support such suspicion, has been thoroughly investigated by the authorities of the United States with a view to determining in every possible way whether the transaction was *bona fide* or such as might be interfered with by this Government for the preservation of the neutrality of the United States. Further than this the Government of the United States does not understand that its duty in these matters requires it to go, for otherwise the war would impose upon the United States the burden of enforcing restrictions which are not, in the opinion of this Government, prescribed by the rules of international law. The Government of the United States, therefore, feels obliged to decline to accept

any suggestion intimating that its vigilance in the maintenance of its neutral duties under international law has been relaxed so as to allow vessels engaged in violations of such duties to "operate freely in the ports of the United States."

I have, &c.,

ROBERT LANSING.

The Acting Secretary of State to the German Ambassador.

Department of State,

Washington, November 23, 1914.

EXCELLENCY,

U.S.D.C.

REFERRING to your note of the 21st ultimo, stating that your Embassy was in receipt of information to the effect that, on the night of September 30th last, the tug *F. B. Dalzell* put to sea from Pier 6, East River, New York, to carry provisions to the British cruiser *Essex*, which was lying off Gedney Channel; that as she came out of Gedney Channel the tug came under the searchlights of the U.S.S. *Florida*; that the provisions were taken from the tug in boats sent from the *Essex*; and that the tug *G. H. Dalzell* went on a similar errand on the night of October 1st, I have the honour to inform you that the Government of the United States has had the matter thoroughly investigated and has not been able to find as yet sufficient evidence showing that the tug *F. B. Dalzell* has furnished supplies to British warships. If Your Excellency can supply any evidence bearing on the matter, the Department will be glad to have a further investigation made on the basis of the new information.

Accept, &c.,

ROBERT LANSING.

[A further instalment of this correspondence will be given in Vol. II.]

MR. CHURCHILL'S INTERVIEW IN THE "GIORNALE
D'ITALIA."*Press Bureau, September 25.*

QUESTION.—What impression was made in England and upon the British Government by the Italian declaration of neutrality?

Times, Sept. 26, 1914.

Mr. CHURCHILL.—We always thought it was impossible for Italy to fight with Austria or to fight against England, and in all the Admiralty arrangements for the Mediterranean since I have been here we have always acted on the certainty that Italy would be neutral, and measured our naval force only against Austria.

QUESTION.—There has been a great deal of talk in Italy of the possibility of active intervention by Italy in the war in case of a change in the Adriatic situation. Is there any probability of a change in the Adriatic situation in consequence of the Franco-British naval operations?

Mr. CHURCHILL.—You see, the naval situation in the Adriatic is rather like that in the North Sea. The Austrian Fleet is hiding. It lies hidden in its hole, and until it is convenient to dig them out it is difficult to get a decision. I do not see how any change in the Adriatic situation would result from the naval operations, but the great changes that will come will result from the collapse of Austria on land. The greatest feature yet apparent in the course of the war is the collapse of Austria as a military factor. That collapse appears to be irreparable, and that is a tremendous event in the history of the world.

QUESTION.—Do you think it probable that there will be the possibility of such an arrangement as will give a guarantee to the position of Italy and leave her free from any fears of hostile predominance?

Mr. CHURCHILL.—I think the great events of this war that will affect Italy are taking place on the land rather than on the sea. Italy would have nothing to apprehend navally from the victory of England and France. She would always be strong enough to deal with Austria on the sea, unless, of course, a victorious Germany came to the aid of Austria. If Germany succeeded in the war and the English power was broken, Germany could, of course, send as many

ships as she liked to join the Austrian Fleet and could send them much quicker than Italy could build them. But still, I repeat that for Italy this is primarily an affair of the land rather than the sea.

QUESTION.—There appears to be at this moment a danger of an Islamic movement in the North of Africa, promoted by Germany, that would eventually menace the British, Italian, and French interests equally on the northern shore of the Mediterranean. Do you think it possible that on this basis there would be room for an agreement between the three chief Mediterranean Powers?

Mr. CHURCHILL.—The great issues of the hour are in Europe, not in Africa, and if they can be satisfactorily regulated so far as Europe is concerned, Africa is an easy matter.

QUESTION.—The argument is put forward by a few that there has hitherto been no decisive engagement between the German and British Fleets and consequently they regard this as a success. Do you think there is any foundation for this belief, and whether the fact that the German Fleet still remains in being is in any way likely to affect the outcome of the war?

Mr. CHURCHILL.—The great battle on sea has not yet been fought, but although it has not yet been fought, we enjoy as great a command of the sea and as free a use of sea power as we should have after a decisive engagement. What is there, for instance, that we could do then that we are not doing now? German trade has ceased; German supplies have been largely strangled. British trade in all essentials is going on uninterruptedly. The materials of industry, the food of the people, are entering the country daily in vast quantities at commercial prices. We are moving scores of thousands of men across all the oceans of the world. Our submarines are blockading the very throat of the Elbe. We started with a substantial naval preponderance much more like two to one than sixteen to ten. In the next twelve months we shall have twice as many battleships completing and three or four times as many cruisers as Germany. If losses were even equal, our position this time next year would be far stronger than it is to-day. You must remember that none of the ships built in my tenure of office, except the small cruiser *Arethusa*, have been commissioned yet. These are

the most powerful and most expensive ships that have ever been built. They are the fruits of the greatest naval effort England has ever made. They are all coming along the road. We always regarded the first month of the war as our most difficult and critical month from a naval point of view, and we have nothing to complain of in the way that month has gone.

QUESTION.—One argument constantly employed, especially by German diplomats dealing with Italy, is that if Italy remains alone in the Mediterranean she will be exposed to Anglo-French dictation. I should be glad if you could give me any reassurance on that point.

Mr. CHURCHILL.—I cannot think of any danger that a friendly Italy would run from English and French naval strength. We are both great Mediterranean Powers. We do not seek expansion. We have got all the territory in the Mediterranean that we want. We only want to live a quiet life, enjoy our possessions, and respect those of others. Therefore, however strong we are, I cannot see how there could be any danger to Italy. On the contrary, if Italy had been our ally in the war our naval interests would be hers, and our views about her island possessions and naval bases would be free from the slightest jealousy or suspicion.

QUESTION.—In case Italy should decide that her national interests require active intervention, how would it be received by this country and by the Allies?

Mr. CHURCHILL.—We are very confident in England about winning the war. We have made up our minds to win it if it costs the last sovereign and the last man in the British Empire. Time is on our side. Personally I never expected to see the campaign go so well in the first two or three months. I have always been looking to the seventh, eighth, and ninth months of the war to produce the great decision. But the extraordinary gallantry of the French Army and the immense power which Russia has so quickly exerted, the pluck and energy of Serbia, combined with the great Austrian smash up, have created at the end of the second month a situation which we might have been well content with at the end of the seventh or eighth. Of course, it is much too soon to speculate. We are not building upon the accidents of battle-fields. We are measuring the vital forces of the nations

engaged in the war. We are satisfied that Germany has done her worst and is fully extended. Russia has only just begun. In less than six months' time we shall have one million soldiers in the line; all volunteers, not one taken by compulsion. And these men will be equipped with everything that science can invent or money can buy, drawn by naval power from the whole world. We want this war to settle the map of Europe on national lines and according to the true wishes of the peoples who dwell in the disputed areas. After all the blood that is being shed, we want a natural and harmonious settlement which liberates races, restores the integrity of nations, subjugates no one, and permits a genuine and lasting relief from the waste and tension of armaments under which we have suffered so long. Some day the natural and true frontiers of Italy must be restored. There will never be real peace and comfort till then. As long as Austria has the power to squander thousands of Italian lives in quarrels of her ambition; as long as she holds in her grip and bondage fair provinces and numerous populations which are Italian, heart and soul and bone and nature, there will always be armament and counter-armament, fear, tension, and intrigue, and always the danger of this horrible catastrophe recurring. Let us make an end of it now. Let us have a fair and natural adjustment of European boundaries. Let us war against the principle of one set of Europeans holding down by force and conquest against their wills another section. Let us reach a final and a simple solution, and let us fortify and confirm the settlement by a law of nations which even the most audacious will have been taught to respect.

CAPTURE OF DUALA IN THE CAMEROONS.

C.O.,
Oct. 3.

ON September 26th Duala, the principal port of the German Colony of the Cameroons, surrendered unconditionally to a Franco-English expedition commanded by Major-General Dobell. The expeditionary forces were under the protection of the British cruiser *Cumberland* and the French cruiser *Bruix*. With this operation is connected a diversion made by the *Surprise* at Cocobeach at the mouth of the Rio Muni in the *enclave* ceded by us under the Treaty of 1911.

DOCUMENTARY HISTORY—NAVAL
OPERATIONS IN GERMAN NEW GUINEA.

THE town and harbour of Friedrich Wilhelm, seat of *ibid.* government of Kaiser Wilhelm Land, in German New Guinea, have been occupied without opposition by British forces which have left a garrison there. The enemy's army appears to have concentrated at Herbertshohe where it has been crushed.

DAY AND NIGHT ATTACK AT TSINGTAU.

September 29.

IT is officially announced that at dawn, on the 28th inst., *P.B.* the Allied Forces operating against Tsingtau began an attack on the advanced positions distant about 4 kilometres (2½ miles) from the enemy's main line of defence. In spite of a fierce fire from the enemy from both sea and land, the Allies, by noon on the 28th inst., had driven the enemy from his positions, and had occupied all the high ground overlooking the enemy's main line of defence.

Tokio, September 29.

It is officially announced that the Japanese, in a day and night attack last Sunday, drove the Germans towards Tsingtau. The Japanese casualties were 150. The German losses are not known, but 50 Germans and four machine guns were captured.

The action developed more speedily than was anticipated, and in view of its success the general attack is likely to be delivered at an earlier date than was at first thought possible.

The German gunboat *Illis*, which was rendering effective assistance to the German land forces, was attacked by the Japanese Fleet.

The Japanese Fleet bombarded two Tsingtau forts yesterday. A British warship took part in the bombardment. One fort replied, but its fire was ineffective. The results of the bombardment are not known, but buildings were demolished, and it is believed that the barracks and defence works were damaged.

The work of mine-sweeping continues with success, despite the fire of the defenders ashore. One boat engaged in the work was hit, and two men were wounded.—*Reuter*.

Tokio, September 30.

It is officially announced that a portion of the Japanese Fleet has landed a force which has occupied Laoshe Harbour, in the vicinity of Tsingtau.

The Japanese captured four field guns which had been abandoned by the Germans, and afterwards held the place with a small force.

The pilots of two Japanese biplanes and of one monoplane report that they have dropped bombs on German vessels from a height of 700 metres.

Although the wings of the machines were riddled with bullets and the stem of one was broken, all returned safely.—*Reuter*.

MORE CAPTURES BY THE "EMDEN."

September 29, 1914.

The Secretary of the Admiralty announces that the German cruiser *Emden* during the past few days has captured and sunk in the Indian Ocean the British steamships *Tymeric*, *King Lud*, *Ribera*, and *Foyle*, and captured the collier *Buresk*. The crews of the above vessels were transferred to the steamer *Gryfedale*, which was also captured, but was released in order to take the crews to Colombo, where they arrived yesterday morning.

PROMOTIONS, APPOINTMENTS, HONOURS AND REWARDS.

Royal Marine Artillery.

Admiralty, September 2, 1914.

Colonel Second Commandant Sir George Grey Aston, K.C.B., A.D.C., is granted the temporary rank of Brigadier-General whilst in command of the Royal Marine Brigade of the Royal Naval Division. Dated August 25th, 1914.

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Admiralty, September 11, 1914.

In pursuance of His Majesty's pleasure, Admiral Sir George Astley Callaghan, G.C.V.O., K.C.B., has this day been appointed First and Principal Naval Aide-de-Camp to His Majesty the King, in succession to Admiral Sir Edmund Samuel Poë, G.C.V.O., K.C.B.

In accordance with the provisions of Order in Council of February 22nd, 1870 :

Admiral Sir Edmund Samuel Poë, G.C.V.O., K.C.B., First and Principal Naval Aide-de-Camp to His Majesty the King, has this day been placed on the Retired List.

The following promotions have been made :

Rear-Admiral Richard Bowles Farquhar to be Vice-Admiral.

Captain Owen Francis Gillett to be Rear-Admiral.

To date September 11th, 1914.

Royal Naval Reserve.

Admiralty, September 18, 1914.

In accordance with the provisions of His Majesty's Order in Council of December 16th, 1912, temporary Commissions in the Royal Naval Reserve have been issued as follows :

Commanders : Sir Alfred Wyndham Paget, K.C.B., K.C.M.G. (an Admiral on the Retired List of His Majesty's Fleet).

Henry George Kendall.

Lieutenant-Commander : James Startin, C.B. (a Vice-Admiral on the Retired List of His Majesty's Fleet).

Admiralty, September 19, 1914.

Captain Lionel Halsey, C.M.G., has this day been appointed a Naval Aide-de-Camp to His Majesty the King, in place of Captain Morgan Singer, promoted to Flag rank.

Admiralty, September 21, 1914.

The following promotions have been made :

Rear-Admiral Sir George Edwin Patey, K.C.V.O., borne supernumerary to the Establishment whilst in command of H.M. Australian Fleet, to be Vice-Admiral supernumerary to the Establishment.

Rear-Admiral Arthur Henry Limpus, C.B., to be Vice-Admiral, and absorbed in the Establishment.

Rear-Admiral Julian Charles Allix Wilkinson to be Vice-Admiral on the Retired List.

Dated September 14th, 1914.

Royal Naval Reserve.

Admiralty, September 24, 1914.

In accordance with the provisions of His Majesty's Order in Council of December 16th, 1912, temporary Commissions in the Royal Naval Reserve have been issued as follows :

Commanders: His Grace the Duke of Sutherland, James Startin, C.B. (Vice-Admiral retired).

DETENTIONS AND CAPTURES OF ENEMY SHIPS OR CARGOES.

Vessels Detained or Captured by the French Naval Authorities.

Foreign Office, September 11, 1914.

L.G.

HIS Majesty's Government have received from the French Government the following list of vessels which have been detained or captured by the French Naval Authorities.

LIST OF VESSELS.

Name.	Nationality.	Where detained.
<i>Acturus</i>	German	Bordeaux.
<i>Adrana</i>	German	Rouen.
<i>Christiania</i>	German	Havre.
<i>Consul Horn</i>	German	Bordeaux.
<i>Dinorath</i>	Austrian	Havre.
<i>Elli</i>	German	Cannes.
<i>Elsa Koppen</i>	German	Nice.
<i>Frida Mahn</i>	German	Boulogne.
<i>Gradac</i>	Austrian	Brest.
<i>Kalymnos</i>	German	Bizerta.
<i>Kawak</i>	German	Bizerta.
<i>Neptune</i>	German	Rouen.
<i>Porto</i>	German	Cherbourg.
<i>Tibor</i>	Austrian	Bordeaux.
<i>Tolna</i>	Austrian	Nice.
<i>Tsar Nicolas II.</i>	German	Bizerta.

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Vessels Detained or Captured by the Japanese Naval Authorities.

(Nil.)

August 28.

By Imperial Ordinance, dated the 28th ultimo, a Prize L.G. Court has been established at Sasebo.

According to information received by His Majesty's Ambassador at Tokio from the Japanese Government, innocent cargoes owned by British subjects on vessels which may henceforth be captured will be released as soon as possible in cases where the Prize Court considers there is no objection to this course.

Vessels Detained or Captured by the Russian Naval Authorities.

According to information received by His Majesty's L.G. Ambassador at Petrograd from the Russian Government, British owners of cargoes on such vessels should make application to the General Staff, Ministry of Marine, Petrograd. Restitution of British owned cargoes in vessel seized in port will be made administratively without previous judicial decision. The intervention of His Majesty's Consular Officers in these cases is permitted, and His Majesty's Consular Officers have been so advised by His Majesty's Ambassador at Petrograd.

Vessels Detained or Captured by the French Naval Authorities.

Foreign Office, September 21, 1914.

With reference to the notification which appeared in the L.G. *Supplementary London Gazette* of the 12th instant, His Majesty's Ambassador at Bordeaux is informed that a Prize Court has been established at Bordeaux.

Foreign Office, September 28, 1914.

His Majesty's Government have now received from the L.G. French Ambassador a copy of a notification which was published in the *Journal Officiel* of the 10th inst., and of which the following is a translation :

“ All persons having any interest in cargoes other than enemy cargoes laden on enemy ships captured and brought into French ports, and requiring a release of such cargoes or portion of cargoes, should make inquiries of the ‘ Préfet Maritime ’ of the district in which the ship is detained.

“ The ‘ Préfet Maritime ’ will, through the intermediary of the ‘ Commissaire Chef du Service de la Solde ’ or his representative, require proof of ownership and particulars as to freight, whether paid or unpaid.”

In cases where the title of the subjects or citizens of the allied or neutral States is clear and established without doubt to the satisfaction of the “ Préfet Maritime,” such cargoes or portions of cargoes will be released with as little delay as possible, provided that no question of contraband arises, and subject to the adjustment of any matters relating to freight or other charges falling on the cargo. In doubtful cases recourse to the ordinary Prize Court procedure will be necessary.

With regard to cases which come before the French Prize Court established at Bordeaux (21 Rue Vauban), the French Ambassador states that the interested parties should present their claims to the Court through the intermediary of an Advocate of the Council of State.

Vessels Detained or Captured by the Russian Naval Authorities.

Foreign Office, September 21, 1914.

L.G.

A list of such vessels which has been furnished by the Russian Government to H.M. Ambassador at Petrograd is appended hereto.

LIST OF VESSELS.

Name.	Nationality.	Where detained.
<i>Ajax</i>	German	Riga.
<i>Albatross</i>	German	Libau.
<i>Alpha</i>	German	Petrograd.
<i>Andromeda</i>	German	Riga.
<i>Anna</i>	German	Petrograd.
<i>Annie</i>	German	Petrograd.

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LIST OF VESSELS—*continued.*

Name.	Nationality.	Where detained.
<i>Antarus</i>	German	Riga.
<i>Aristea</i>	Austrian	Petrograd.
<i>Asgard</i>	German	Odessa.
<i>Athos</i>	German	Novorossisk.
<i>Baron Edmond Wei</i>	Austrian	Taganrog.
<i>Baron Fejervary</i> ..	Austrian	Odessa.
<i>Cygnus</i>	German	Archangel.
<i>Diana</i>	German	Riga.
<i>Dortmund</i>	German	Nicolaiewsk-on-Amur.
<i>Dusseldorf</i>	German	Libau.
<i>Edouard Muzin</i> ..	Austrian	Taganrog.
<i>Eger</i>	German	Petrograd.
<i>Elberfeld</i>	German	Petrograd.
<i>Erica Fischer</i>	German	Onega.
<i>Erna</i>	Austrian	Taganrog.
<i>Eta Richters</i>	German	Odessa.
<i>Falck</i>	German	Riga.
<i>Florida</i>	Austrian	Taganrog.
<i>Gregor</i>	German	Odessa.
<i>Greif</i>	German	Port Loksa.
<i>Hans</i>	German	Petrograd.
<i>Hartz</i>	German	Petrograd.
<i>Heidleberg</i>	German	Petrograd.
<i>Herania</i>	Austrian	Taganrog.
<i>Herman</i>	German	Petrograd.
<i>Hetwig</i>	German	Archangel.
<i>Ida Zelm</i>	German	Petrograd.
<i>Iris</i>	Austrian	Taganrog.
<i>Irma</i>	German	Riga.
<i>Istock</i>	Austrian	Taganrog.
<i>Jocanda</i>	Austrian	Kertch.
<i>Johanna Eltzner</i> ..	German	Petrograd.
<i>Juno</i>	German	Narva.
<i>Kaethe Martha</i>	German	Riga.
<i>Kapella</i>	German	Reval.
<i>Karl Friedrich Larsen</i>	German	Onega.
<i>Kathe</i>	German	Riga.
<i>Kathe Betty</i>	German	Riga.
<i>Koln</i>	German	Petrograd.
<i>Krimheld</i>	German	Riga.
<i>Kurland</i>	German	Petrograd.
<i>Larboe</i>	German	Archangel.
<i>Minerva</i>	German	Riga.
<i>Nordstern</i>	German	Petrograd.

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LIST OF VESSELS—*continued.*

Name.	Nationality.	Where Detained.
<i>Olivia</i>	German	Petrograd.
<i>Olga</i>	German	Odessa.
<i>Orissa</i>	German	Petrograd.
<i>Pauline Hausbus</i>	German	Petrograd.
<i>Paul Blumberg</i>	German	Archangel.
<i>Pericia</i>	German	Petrograd.
<i>Petersburg</i>	German	Petrograd.
<i>Phedra</i>	German	Riga.
<i>Priamus</i>	German	Riga.
<i>Prima</i>	German	Libau.
<i>Prince Christian</i>	Austrian	Taganrog.
<i>Prinz Eitel Friedrich</i>	German	Reval.
<i>Princessin Sophia Charlotte</i>	German	Petrograd.
<i>Regina</i>	German	Riga.
<i>Rostock</i>	German	Archangel.
<i>Russland</i>	German	Petrograd.
<i>Sabine Rickmers</i>	German	De Castri.
<i>Saxonia</i>	German	Libau.
<i>Spezzia</i>	German	Vladivostok.
<i>Spika</i>	German	Reval.
<i>Stallhof</i>	German	Petrograd.
<i>Stella</i>	Austrian	Novorossisk.
<i>Stella</i>	German	Riga.
<i>Taurus</i>	German	Kem.
<i>Temriuk</i>	Austrian	Kertch.
<i>Tsar</i>	German	Reval.
<i>Utgart</i>	German	Kovda.
<i>Varna</i>	German	Kertch.
<i>Velzung</i>	German	Petrograd.
<i>Vergilia</i>	German	Petrograd.
<i>Volga</i>	German	Petrograd.
<i>Vulkan</i>	German	Riga.
<i>Westphalien</i>	German	Petrograd.
<i>Wilhelm Hemsott</i>	German	Libau. j
<i>Zara</i>	German	Onega.
<i>Zedina</i>	German	Riga.

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ADMIRALTY MONTHLY ORDERS.

Admiralty, S.W., October 1, 1914.

112.—*Blue Ensign—Use by Private Vessels.*

IT has been decided that, so long as hostilities last, the use of the Blue Ensign of H.M. Fleet by Merchant and other Private Vessels is to be discontinued.

Opportunity should be taken to bring this decision to the notice of Merchant Vessels generally.

116.—*Defence of the Realm Act, 1914.—Regulations.*

The following Regulations made by His Majesty's Orders in Council dated the 12th day of August and the 1st and 17th days of September, 1914, are promulgated for the information and guidance of Commanders-in-Chief and Senior Naval Officers in Home Waters.

2. Although it is provided in these Regulations that the powers conferred therein shall be exercisable by the "competent naval or military authority . . . appointed by the Admiralty or Army Council, as the case may be, to perform in any place the duties of such an authority," it is the intention that the exercise of those powers shall primarily devolve upon the Military, who in any case in which naval interests are affected will act on the application of, or after consultation with, the local naval authorities, and that therefore no "competent naval authority" will be appointed by the Admiralty to exercise the powers in those places in which a "competent military authority" is appointed by the Army Council.

3. A copy of Army Order of the 15th August, 1914, relative to proceedings to be taken under the Defence of the Realm Act, 1914, is also appended.

4. The attention of the Fleet generally is directed to paragraphs 4, 5, 7 and 8 of the Army Order.

REGULATIONS FOR SECURING THE PUBLIC SAFETY AND
DEFENCE OF THE REALM.

Made by His Majesty's Orders in Council, dated the 12th day of August, 1914, and amended by His Majesty's Order in Council, dated the 1st day of September, 1914.

PART I.

General Regulations.

1. The ordinary avocations of life and the enjoyment of property will be interfered with as little as may be permitted by the exigencies of the measures required to be taken for securing the public safety and the defence of the Realm, and ordinary civil offences will be dealt with by the civil tribunals in the ordinary course of law.

The Admiralty and Army Council, and members of the Naval and Military Forces, and other persons executing the following Regulations shall, in carrying those Regulations into effect, observe these general principles.

2. It shall be lawful for the competent naval or military authority and any person duly authorised by him, where for the purpose of securing the public safety or the defence of the Realm it is necessary so to do—

- (a) to take possession of any land and to construct military works, including roads, thereon, and to remove any trees, hedges, and fences therefrom ;
- (b) to take possession of any buildings or other property, including works for the supply of gas, electricity, or water, and of any sources of water supply ;
- (c) to take such steps as may be necessary for placing any buildings or structures in a state of defence ;
- (d) to cause any buildings or structures to be destroyed, or any property to be moved from one place to another, or to be destroyed ;
- (e) to do any other act involving interference with private rights of property which is necessary for the purpose aforesaid.

3. The competent naval or military authority and any person duly authorised by him shall have right of access to any land or buildings, or other property whatsoever.

*3A. The competent naval or military authority may by order authorise the use of land within such limits as may be specified in the order for the training of any part of His Majesty's naval or military forces ; and may by such order confer such rights of user of the land, and provide for such

* Additional Regulation made by Orders in Council of September 1st and/or 17th, 1914.

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temporary suspension of rights of way over roads and footpaths, as are conferred and exercisable with respect to authorised land roads and footpaths under the Military Manœuvres Acts, 1897 and 1911, and the competent naval or military authority shall have all the powers exercisable by the Military Manœuvres Commission under those Acts.

*3B. The restriction on the power to make byelaws under the Military Lands Acts, 1892 to 1903, imposed by the following provisions of the Military Lands Act, 1892, that is to say, the proviso to subsection (1) of section 14, section 16 and subsection (1) of section 17 of that Act, and by the following provisions of the Military Lands Act, 1900, that is to say, the provisoes to sub-section (2) of section 2 and sub-section (3) of section 2 of that Act, are hereby suspended, and the powers of the Admiralty and the Secretary of State to make byelaws under the said Acts shall extend to the making of byelaws with respect to land of which possession has been taken under these Regulations.

*3C. The competent naval or military authority may if he considers it necessary so to do for the purposes of any work of defence or other defended military work, or of any work for which it is deemed necessary in the interests of public safety or the defence of the Realm to afford military protection, stop up or divert any road or pathway over or adjoining the land on which such work is situate :

Provided that where any such road or pathway is so stopped up or diverted the competent naval or military authority shall publish notice thereof in such manner as he may consider best adapted for informing the public, and where any road or pathway is stopped up by means of any physical obstruction he shall cause lights sufficient for the warning of passengers to be set up every night whilst the road or pathway is so stopped up.

4. The competent naval or military authority may by order require all vehicles, boats, and vessels, and all forms of equipment and warlike stores, within any area specified in the order to be removed from that area within such time as may be so specified, or in the case of military stores incapable of removal, to be destroyed, and if the owners thereof fail to

* Additional Regulations made by Orders in Council of September 1st and/or 17th, 1914.

comply with the requisition, the competent naval or military authority may himself cause them to be removed or in the case of military stores, destroyed.

5. Where the competent naval or military authority so orders, all persons residing or owning or occupying land, houses, or other premises within such area as may be specified in the order, shall furnish within such time as may be so specified, a list of all or any animals, vehicles, boats, vessels, and warlike stores which may be in their possession or custody within the specified area, stating their nature and quantity, and the place in which they are severally situated, and giving any other details that may reasonably be required.

*6. The competent naval or military authority may by order require the inhabitants to leave any area (specified in the order) within or in the neighbourhood of a defended harbour or proclaimed area if the removal of persons from that area is necessary for naval or military reasons.

*7. The competent naval or military authority may by order require all premises licensed for the sale of intoxicating liquor within or in the neighbourhood of any defended harbour or proclaimed area to be closed except during such hours as may be specified in the order.

†7A. The Secretary of State may by order direct that all or any lights, or lights of any class or description, shall be extinguished, or obscured in such manner and between such hours as the order directs, within any area specified in the order and during such period as may be so specified, and if the person having control of the light fails to comply with the order, the Secretary of State may cause the light to be extinguished or obscured as the case may be, and for that purpose any person authorised by the Secretary of State in that behalf or any police constable may enter the premises in which the light is displayed, and do any other act which may be necessary for the purpose.

8. No person shall obstruct or otherwise interfere with or impede, or withhold any information in his possession, which he may reasonably be required to furnish, from any officer or other person who is carrying out the orders of the competent

* Amended by Orders in Council of September 1st and/or 17th, 1914.

† Additional Regulation made by Orders in Council of September 1st and/or 17th, 1914.

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naval or military authority, or who is otherwise acting in accordance with his duty under these Regulations.

9. No person shall trespass on any railway, or loiter under or near any bridge, viaduct, or culvert, over which a railway passes.

10. If any person knows that any other person has without lawful authority in his possession or custody, or under his control, any firearms or ammunition (other than shot guns and ammunition for them), dynamite, or other explosives, it shall be his duty to inform the competent naval or military authority of the fact.

11. The competent naval or military authority shall publish notice of any order made by him in pursuance of these Regulations in such manner as he may consider best adapted for informing persons affected by the order, and no person shall without lawful authority deface or otherwise tamper with any notice posted up in pursuance of these Regulations.

12. If the competent naval or military authority has reason to suspect that any house, building, land, ship, vessel, or other premises are being used for any purpose or in any way prejudicial to the public safety or the defence of the Realm, the authority, or any person duly authorised by him, may enter, if need be by force, the house, building, land, ship, vessel, or premises at any time of the day or night, and examine, search, and inspect the same or any part thereof, and may seize anything found therein which he has reason to suspect is being used or intended to be used for any such purpose as aforesaid.

*12A. Any police officer or any person authorised for the purpose by the competent naval or military authority may stop any vehicle travelling along any public highway, and, if he has reason to suspect that the vehicle is being used for any purpose or in any way prejudicial to the public safety or the defence of the Realm, may search the vehicle and seize anything found therein which he has reason to suspect is being used or intended to be used for any such purpose as aforesaid.

*12B. No person shall bring into the United Kingdom any military arms or ammunition without the permit of the

* Additional Regulations made by Orders in Council of September 1st and/or 17th, 1914.

competent naval or military authority, and any person authorised for the purpose by the competent naval or military authority, and any police constable or officer of customs, may examine, search and investigate any ship for the purpose of the enforcement of this provision, and may seize any military arms or ammunition which are being or have been brought into the United Kingdom without such permit as aforesaid.

*13. Any person authorised for the purpose by the competent naval or military authority, and any police constable or officer of customs, may arrest without warrant any person whose behaviour is of such a nature as to give reasonable grounds for suspecting that he has acted or is acting or is about to act in a manner prejudicial to the public safety or the safety of the Realm, or upon whom may be found any article, book, letter, or other document, the possession of which gives grounds for such a suspicion, or who is suspected of having committed an offence against these Regulations.

Any person so arrested shall, if he is to be tried by court-martial, be handed over to or kept in military custody, and in other cases shall be detained until he can be dealt with in the ordinary course of law, and whilst so detained shall be deemed to be in legal custody.

No person shall assist or connive at the escape of any person who may be in custody under this Regulation, or knowingly harbour or assist any person who has so escaped.

PART II.

Regulations specially designed to prevent persons communicating with the enemy and obtaining information for disloyal purposes, and to secure the safety of means of communication and of railways, docks, and harbours.

14. No person shall without lawful authority publish or communicate any information with respect to the movement or disposition of any of the forces, ships, or war materials of His Majesty or any of His Majesty's allies, or with respect to the plans of any naval or military operations by any such forces or ships, or with respect to any works or measures undertaken for or connected with the fortification or defence

* Amended by Orders in Council of September 1st and/or 17th, 1914.

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of any place, if the information is such as is calculated to be, or might directly or indirectly be, useful to the enemy.

15. No person shall without the permission of the competent naval or military authority make any photograph, sketch, plan, model, or other representation of any naval or military work, or of any dock or harbour work in or in connection with a defended harbour, and no person in the vicinity of any such work shall without lawful authority have in his possession any photographic or other apparatus or other material or thing suitable for use in making any such representation.

For the purpose of this Regulation the expression "harbour work" includes lights, buoys, beacons, marks, and other things for the purpose of facilitating navigation in or into a harbour.

*16. No person without lawful authority shall injure, or tamper or interfere with, any wire or other apparatus for transmitting telegraphic or telephonic messages, or any apparatus or contrivance intended for or capable of being used for a signalling apparatus, either visual or otherwise, or prevent or obstruct or in any manner whatsoever interfere with the sending, conveyance or delivery of any communication by means of telegraph, telephone, or otherwise, or shall be in possession of any apparatus capable of being used for tapping messages sent by wireless telegraphy or otherwise.

And no person shall in any area which may be prescribed by order of a Secretary of State keep or have in his possession any carrier or homing pigeons, unless he has obtained from the chief officer of police of the district a permit for the purpose (which permit may at any time be revoked), and the chief officer of police may, if he considers it necessary or expedient to do so, cause any pigeons kept in contravention of this regulation to be liberated.

No person shall without such permission as aforesaid bring any carrier or homing pigeon into the United Kingdom, and any police constable or officer of customs may cause any such pigeon brought into the United Kingdom in contravention of this Regulation to be immediately returned in the ship in which it came, or to be liberated.

* Amended by Orders in Council of September 1st and/or 17th, 1914.

*17. No person shall with the intent of eliciting information for the purpose of communicating it to the enemy or for any purpose calculated to assist the enemy, give or sell to a member of any of His Majesty's forces any intoxicating liquor ; and no person shall give or sell to a member of any of His Majesty's forces employed in the defence of any railway, dock, or harbour, or proclaimed area, any intoxicating liquor when not on duty, with intent to make him drunk, or when on sentry or other duty, either with or without any such intent.

18. No person shall do any injury to any railway, or be upon any railway, or under or near any bridge, viaduct, or culvert over which a railway passes with intent to do injury thereto.

19. No person shall by the discharge of firearms or otherwise endanger the safety of any member of any of His Majesty's forces travelling on or guarding any railway.

*20. No person, without the permission of the competent naval or military authority, shall in the vicinity of any railway or of any dock or harbour or proclaimed area be in possession of dynamite or any other explosive substance, but nothing in this Regulation shall be construed as affecting the possession of ammunition for sporting purposes.

*21. No person shall by word of mouth or in writing spread reports likely to cause disaffection or alarm among any of His Majesty's forces or among the civilian population.

*22. No person shall, if an order to that effect has been made by the competent naval or military authority, light any fire or show any light on any hill within such radius from any defended harbour or proclaimed area as may be specified in the order.

*23. The competent naval or military authority at any defended harbour or proclaimed area may by order direct that all lights, other than lights not visible from the outside of any house, shall be kept extinguished between such hours and within such area as may be specified in the order ; and all persons resident within that area shall comply with the order.

*24. The competent naval or military authority at any defended harbour or proclaimed area may by order require every person within any area specified in the order to remain

* Amended by Orders in Council of September 1st and/or 17th, 1914.

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within doors between such hours as may be specified in the order, and in such case no person shall be or remain out between such hours unless provided with a permit in writing from the competent naval or military authority or some person duly authorised by him.

*24A. Where the behaviour of any person is such as to give reasonable grounds for suspecting that he has acted, or is acting, or is about to act in a manner prejudicial to the public safety or the safety of the Realm, the competent naval or military authority may, by order, direct him to cease to reside in any area (specified in the order) within or in the neighbourhood of a defended harbour or proclaimed area, and any person to whom the order relates shall, within such time as may be specified in the order, leave the area specified in the order, having first reported his proposed residence to the competent naval or military authority, and shall not again reside in that area without a permit for the purpose from that authority.

25. If any person with the object of obtaining any information for the purpose of communicating it to the enemy or of assisting the enemy, or with intent to do any injury to any means of communication or to any railway, dock or harbour, forges, alters or tampers with any pass, permit, or other document, or uses or has in his possession any such forged, altered or irregular pass, permit, or document with the like object or intent, or with the like object or intent, personates any person to whom a pass, permit or other document has been duly issued, he shall be guilty of a contravention of these Regulations and may be tried and punished accordingly; and where in any proceedings against a person for contravention of this Regulation it is proved that he has forged, altered, or tampered with the pass, permit, or other document in question, or has used or had in his possession the forged, altered, or irregular pass, permit, or document in question, or has personated the person to whom the pass, permit, or document was duly issued, he shall be presumed to have forged, altered, or tampered with it, or to have used or had it in his possession, or to have personated such person as aforesaid, with such object or intent as aforesaid unless he proves the contrary.

* Additional Regulation inserted by Order in Council of September 1st and/or 17th, 1914.

26. Any person who attempts to commit, or procures, aids, or abets the commission of any act prohibited by the foregoing special Regulations, or harbours any person whom he knows, or has reasonable grounds for supposing, to have acted in contravention of such Regulations, shall be deemed to have acted in contravention of the Regulations in like manner as if he had himself committed the act.

*27. Any person contravening any of the provisions of the foregoing special Regulations shall be liable to be tried by court-martial, and to be sentenced to penal servitude for life or any less punishment :

Provided that no sentence exceeding three months' imprisonment with hard labour shall be imposed in respect of any contravention of Regulations 22, 23, or 24 unless it is proved that the contravention was for the purpose of assisting the enemy, or in respect of any contravention of Regulation 21 if the offender proves that he acted without any intention to cause disaffection or alarm.

A court-martial having jurisdiction to try offences under these Regulations shall be a general or district court-martial convened by an officer authorised to convene such description of court-martial within the limits of whose command the offender may for the time being be ; but nothing in this Regulation shall be construed as authorising a district court-martial to impose a sentence of penal servitude.

Any person tried by court-martial under these Regulations shall, for the purposes of the provisions of the Army Act relating to offences, be treated as if he belonged to the unit in whose charge he may be ; but no such person shall be liable to summary punishment by a commanding officer.

PART III.

Supplemental.

28. The powers conferred by these Regulations are in addition to and not in derogation of any powers exercisable by members of His Majesty's naval and military forces and other persons to take such steps as may be necessary for

* Amended by Orders in Council of September 1st and/or 17th, 1914.

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securing the public safety and the defence of the Realm, and the liability of any person to trial and punishment for any offence or war crime otherwise than in accordance with these Regulations.

*29. For the purposes of these Regulations the expression "competent naval or military authority" means any commissioned officer of His Majesty's naval or military forces, not below the rank of commander in the Navy or lieutenant-colonel in the Army, appointed by the Admiralty or Army Council, as the case may be, to perform in any place the duties of such an authority.

Any harbour declared by order of the Admiralty or Army Council to be a defended harbour shall for the purposes of these Regulations be treated as such.

The Admiralty or Army Council may authorise the competent naval or military authority to delegate, either unconditionally or subject to such conditions as he thinks fit, all or any of his powers under these regulations to any officer qualified to be appointed a competent naval or military authority.

30. The Interpretation Act, 1889, applies for the purpose of the interpretation of these Regulations in like manner as it applies for the purpose of the interpretation of an Act of Parliament.

ARMY ORDER.

War Office, August 15, 1914.

PROCEEDINGS TO BE TAKEN UNDER THE DEFENCE OF THE REALM ACT, 1914.

1. Copies of the Defence of the Realm Regulations, 1914, made by Order in Council under the Defence of the Realm Act, 1914, have been issued to all concerned.

A copy of these Regulations is to be kept at the headquarters of all units, and in addition one should be laid before every court-martial assembled for the trial of a person for a contravention of the Regulations.

* Amended by Orders in Council of September 1st and/or 17th, 1914.

2. Where any person is arrested under paragraph 13 of the Regulations by a military officer or soldier duly authorised for the purpose, or, having been arrested by a police or customs officer, is brought by him to the military authorities, the military authorities will decide whether he should be tried by court-martial for any offence under Part II. of the Regulations or for any other offence triable by military law.

If it is decided after due investigation that he is not to be tried by court-martial, he must be released unless it appears that he has committed some offence against the ordinary law (*e.g.*, an offence under the Official Secrets Act or against the Aliens Restriction Order in Council), in which case he should be handed over to the civil authorities, or unless being an alien enemy he is detained as a prisoner of war.

3. If it is decided that the offender should be tried by court-martial for an offence under Part II. of the Regulations, the following procedure will be adopted:—

(a) The preliminary investigation of the charge, or charges, preferred against any person so received or taken over will be carried out and all necessary steps taken for bringing the offender to trial by court-martial, in the same way as though such person belonged to the unit in whose charge he may be.

(b) Unless the nature of the charge, or charges, preferred against any such person is of such a serious nature as to make it desirable that a sentence in excess of two years' imprisonment, with or without hard labour, should be awarded, all such persons will be tried by a district court-martial.

(c) A charge preferred before a court-martial against a person who has contravened any Regulation in Part II. of the Defence of the Realm Regulations, 1914, will be prepared in a form similar to that given below:—

Charge Sheet.

The accused _____ (name) is charged with the following contravention of the Defence of the Realm Regulations, 1914; that is to say—without

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lawful authority injuring a wire used for the transmission of telegraphic messages,

in that he,

at _____ on the _____ (date)

cut the telegraph wire between _____ (place)

and _____ (place).

(Signature)_____

Commanding (the unit with which the offender is in custody).

Place_____

Date_____

To be tried by a District Court-Martial.

*Signature_____

Place_____

Date_____

(d) The Rules of Procedure under the Army Act will be followed by the officer investigating the charge, the convening officer, the Court, and the confirming authority.

(e) Proceedings of all such Courts-Martial will be transmitted to the Judge-Advocate-General.

4. The Army Council under the powers conferred on them by Regulation 29 appoint the following to be a competent military authority for the purposes of the Regulations :—

In a defended port the fortress commander.

In places outside a defended port the G.O.C.-in-C. of a command or army, the G.O.C. of a district, and a commander of lines of communication defence.

5. The following persons should be authorised by the competent military authority to make arrests under the conditions laid down in Regulation 13, viz., all officers, warrant officers, and non-commissioned officers, also such soldiers as are on actual military duty at the time the occasion for such arrest arises.

6. The provisions of section 45 (4) of the Army Act are to be strictly complied with by persons making arrests under the Regulations.

*[Of an officer empowered under the Army Act to convene a court-martial of the description ordered.]

7. In any case arising out of the Regulations in which naval interests are affected, military officers administering the Regulations will consult with the local naval authorities.

8. Under the powers given by Regulation 29, the Army Council declare the following places to be "Defended Harbours" for the purposes of the Regulations:—

- | | |
|-------------------------|------------------------|
| 1. Cromarty. | 15. Falmouth. |
| 2. Aberdeen. | 16. Milford Haven. |
| 3. Tay. | 17. Swansea. |
| 4. Forth. | 18. Cardiff and Barry. |
| 5. Tyne. | 19. Mersey. |
| 6. Tees and Hartlepool. | 20. Barrow. |
| 7. Humber. | 21. Clyde. |
| 8. Thames and Medway. | 22. Lough Swilly. |
| 9. Harwich. | 23. Belfast. |
| 10. Dover. | 24. Queenstown. |
| 11. Newhaven. | 25. Berehaven. |
| 12. Portsmouth. | 26. Dublin. |
| 13. Portland. | 27. The Orkneys. |
| 14. Plymouth. | 28. The Shetlands. |

9. An alien enemy found committing a war crime in the United Kingdom may be tried by court-martial independently of the Defence of the Realm Regulations, but proceedings of this nature will not be taken without reference to the Army Council.

By Command of the Army Council,

R. H. BRADE.

119.—*Officers Visiting the Admiralty.*

It has been decided that Naval and Marine Officers on full pay who have to visit the Admiralty are to appear in Uniform (Undress), without sword.

122.—*Midshipmen and Acting Sub-Lieutenants—Examinations.*

The examinations of Acting Sub-Lieutenants afloat in Gunnery, Torpedo and Engineering are to be deferred till further orders.

The examination of Midshipmen in Seamanship and Navigation (preliminary) is to be held as convenient and the

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Officers rated Acting Sub-Lieutenants from the date due for advancement.

The preliminary Navigation examination may be oral throughout where it is not convenient for the Officers to be examined in the papers; the examination in the written part being provisional if the papers are not taken.

123.—*Acting Sub-Lieutenant—Examinations for Rank of.*

Midshipmen who are considered proficient by their Captains may be rated Acting Sub-Lieutenants, when due, without examination.

The names of officers so rated are to be reported.

124.—*Midshipmen—Accelerated Promotion.*

It has been decided that, as the capacity of Midshipmen is now being tested under war conditions, the opportunity of securing accelerated promotion on attaining two years' seniority shall not be restricted only to those recommended as likely to secure 2nd class certificates, or to a percentage of the Midshipmen of the term.

The numbers to be advanced in this manner will be left to the discretion of Commanding Officers, but in using their discretion, they must not lose sight of the fact that, if advancements are made indiscriminately, the more able young officers will not obtain any advantage as regards promotion in relation to others of the same term.

Midshipmen of seniority 15th September, 1912, who had not secured accelerated advancement under the previous orders, may be considered for accelerated advancement under this order from the 15th September, 1914.

125.—*Midshipmen—Training.*

Some doubt having arisen as to the Engineering training of Midshipmen during the war, it is desired that Commanding Officers should understand that the matter must be left very largely to their own discretion. They should bear in mind that the first consideration is the warlike efficiency of the vessels under their command, but, after that, they should give consideration to the necessities of the future and to the desirability of not unduly neglecting the engineering training of these young officers.

129.—*Ordinary Seamen—Advancement to A.B.*

The advancement of Ordinary Seamen in the manner laid down in the Regulations being at present impossible, owing to the fact that systematic training for these ratings cannot be regularly carried out in the Fleet, Ordinary Seamen recommended for advancement may for the time being be advanced to the rating of Able Seamen without further qualification than a recommendation for such advancement.

134.—*Provision Allowance to Men of the R.N.R.
(Trawler Section.)*

With reference to Articles 40 and 135 of the Regulations for the R.N.R. (Trawler Section), it has been decided that, as from August 2nd, the rate of provision allowance to members of this Force is to be 1s. 5d. a day, instead of 10d. a day as stated therein.

135.—*Clothing Upkeep Gratuity to R.N.R. Men.*

W.O. 1110/1914, respecting the payment of the clothing upkeep gratuity to R.N.R. men, is to be regarded as cancelled during the period of hostilities. These men on embarkation are to be credited with the full gratuity allowed by Article 83 of the R.N.R. Regulations (Men), articles of clothing deficient being issued and charged for in the usual manner.

[The following is the order above referred to as W.O. 1110/1914, copy of which has been supplied by the courtesy of the Secretary of the Admiralty:—

It has been decided that the following arrangement as regards men joining with an incomplete kit is to be brought into force as from 1st July, 1914:—

If the value of the articles required to complete the Regulation Kit—

(a) Does not exceed 2s. 6d.—full allowance to be paid.

(b) Does not exceed £1 in the case of E.R.A.'s and 10s. in the case of Seamen and Stoker ratings—two-thirds allowance to be paid.

(c) Exceeds £1 in the case of E.R.A.'s and 10s. in the case of Seamen and Stoker ratings—one-third allowance to be paid.

For the purpose of assessing the proportion of gratuity to be credited, only the value of the articles issued to the men to complete their regulation kit is to be taken into account.

Any extra Clothing with which the men may wish to provide themselves beyond their Regulation Kit is to be taken up by them on board their Ships and not at the Depots.]

OCTOBER.

BRITISH MINE-LAYING.

Admiralty, October 2.

The German policy of mine-laying, combined with their submarine activities, makes it necessary on military grounds for the Admiralty to adopt counter-measures. His Majesty's Government have therefore authorised a mine-laying policy in certain areas, and a system of mine-fields has been established and is being developed upon a considerable scale.

In order to reduce risks to non-combatants, the Admiralty announce that it is dangerous henceforward for ships to cross the area between latitude $51^{\circ} 15' N.$ and $51^{\circ} 40' N.$ and longitude $1^{\circ} 35' E.$ and $3^{\circ} E.$ In this connection it must be remembered that the southern limit of the German mine-field is latitude $52^{\circ} N.$ Although these limits are assigned to the danger area, it must not be supposed that navigation is safe in any part of the southern waters of the North Sea.

Instructions have been issued to His Majesty's ships to warn East-going vessels of the presence of this new mine-field.

ROYAL NAVAL AIR SERVICE.

The Secretary of the Admiralty communicates the following for publication:—

During the course of the war the Royal Naval Air Service (Naval Wing of Royal Flying Corps) has not been idle, airships, aeroplanes, and seaplanes having proved their value in many undertakings.

While the Expeditionary Force was being moved abroad a strong patrol to the eastward of the Straits of Dover was undertaken by both seaplanes and airships of the Naval

Air Service. The airships remained steadily patrolling between the French and English coasts, sometimes for twelve hours on end; while further to the east, with the assistance of the Belgian authorities, a temporary seaplane base was established at Ostend, and a patrol kept up with seaplanes between this place and the English coast opposite. By this means it was impossible for the enemy's ships to approach the Straits without being seen for very many miles.

On one occasion during one of the airship patrols it became necessary to change a propeller blade of one of the engines. The captain feared it would be necessary to descend for this purpose, but two of the crew immediately volunteered to carry out this difficult task in the air, and, climbing out on to the bracket carrying the propeller shafting, they completed the hazardous work of changing the propeller blade, 2,000 feet above the sea.

On August 27th, when Ostend was occupied by a force of marines, a strong squadron of aeroplanes, under Wing-Commander Samson, complete with all transport and equipment, was also sent over, the aeroplane flying thither *via* Dover and Calais. Later this aeroplane camp was moved, and much good work is being carried out by aeroplanes, supported by armed motors.

Advanced bases have been established some distance inland, and on several occasions skirmishes have taken place between armed motor-car support and bands of Uhlans. All these affairs have been successful, with loss to the enemy in killed and prisoners.

The naval armed cars and aeroplanes have also assisted French forces of artillery and infantry on several occasions. During the course of these actions the following officers and men of the Royal Naval Air Service, Royal Marines, and Royal Naval Volunteer Reserve are reported as having been wounded:—

Captain Cuthbert Williams, R.M.A., slightly wounded.

Sub-Lieut. Alexander Nalder, R.N.V.R., wounded.

Private Charles Farrant, R.M.L.I. (O.N. Portsmouth 8883), slightly wounded.

Private Harper, armourer, seriously wounded.

Leonard William Walsh, A.B., seriously wounded.

All the wounded are doing well.

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Commander Samson has performed distinguished services in this work. Captain Williams, R.M.A., is also mentioned as having shown much coolness and capability in a difficult situation.

Air reconnaissance by the naval airmen has extended for considerable distances into the enemy's country.

Squadron Commander Gerrard is in command of a detached squadron of aeroplanes, and his machines have crossed the Rhine and made the attack on Düsseldorf, previously reported.

Good work has been done in dropping bombs on positions of military importance and railway communications.

ESCAPE OF THE S.S. "ORTEGA" FROM A GERMAN CRUISER.

British Consulate-General, Rio de Janeiro,

October 3, 1914.

SIR,

The Pacific Steam Navigation Company's steamship *Ortega* arrived at Rio de Janeiro upon October 1st. The Master, Douglas Reid Kinneir, in reply to my inquiry as to whether he had anything in particular to report with respect to his voyage from Valparaiso, modestly gave me the following facts:—

The *Ortega* sailed from Valparaiso with some 300 French reservists on board. When she had arrived close to the western entrance of the Straits of Magellan a German cruiser of the "Dresden" class suddenly appeared and gave chase. He it remarked that the normal speed of the *Ortega* is only some 14 knots per hour, whereas the speed of the German cruiser was at least 21 knots per hour.

Under those circumstances the Master of the *Ortega* took a heroic resolve. He called for volunteers to assist in stoking his vessel. That appeal met with hearty response: firemen, engineers, and volunteers, stripped to the waist, set to work with a will, and the Master assured me that they actually succeeded in whacking the old ship (she was built in 1906) up to a good 18 knots. The Master headed his ship straight for the entrance of a passage known as Nelson's Strait, and

he made for the Strait at full speed, hotly pursued by the German cruiser, which kept firing at him with two heavy bow guns. Luckily none of the shots took effect, and the *Ortega* succeeded in entering Nelson's Strait, where the German cruiser did not dare to follow her.

In order to realise the hardihood of this action upon the part of the Master of the *Ortega* it must be remembered that Nelson's Strait is entirely uncharted, and that the narrow, tortuous passage in question constitutes a veritable nightmare for navigators, bristling as it does with reefs and pinnacle-rocks, swept by fierce currents and tide-rips, and with the cliffs on either side sheer-to, without any anchorage. I can speak from personal experience as to the terrifying nature of the navigation of Nelson's Strait, having once passed through it many years ago in a small sealing schooner.

However, the Master of the *Ortega* managed to get his vessel safely through this dangerous passage, employing the device of sending boats ahead to sound every yard of the passage. Eventually, by a miracle of luck and good seamanship, he worked his way into Smyth's Channel without having sustained even a scratch to his plates, and finally brought his vessel to this port.

When it is remembered that, as already stated, Nelson's Strait is absolutely uncharted, and that never before had a vessel of any size attempted that most perilous passage, it will, I think, be admitted that the captain's action in taking an 8,000 ton steamer safely through that passage constitutes a most notable feat of pluck and skilful seamanship; and it is reassuring to know that the old spirit of daring and of resource is still alive in our mercantile marine.

I have no doubt that Captain Douglas Reid Kinneir's services will be fully appreciated, not only by the directors of the Pacific Steam Navigation Company for having thus saved the *Ortega* from capture by the enemy, but also by the French Government for having saved from capture the 300 French reservists who happened to be on board his vessel.

O'SULLIVAN BEARE,
His Britannic Majesty's Consul.

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Admiralty, November 7, 1914.

To the Secretary,
Pacific Steam Navigation Company (Limited),
31, St. James-street, Liverpool.

SIR,

I AM commanded by my Lords Commissioners of the Admiralty to request that you will represent to the directors of the Pacific Steam Navigation Company that they have received through the Foreign Office a copy of a despatch from His Majesty's Consul-General at Rio de Janeiro regarding the escape of the R.M.S. *Ortega* during a recent voyage from Valparaiso to Rio de Janeiro from pursuit by a German cruiser. *Times,*
Nov. 20.
1914.

My Lords desire to place on record their appreciation of the courageous conduct of the Master, Captain Douglas R. Kinneir, in throwing off his pursuer by successfully navigating the uncharted and dangerous passage of Nelson's Strait.—
I am, &c.,

W. G. GREENE.

 THE ASSAULT ON TSINGTAU.
Tokyo, October 3.

AN official report says :

A German aeroplane at Tsingtau twice attempted to attack the Japanese vessels, but without result. A Japanese aeroplane pursuing it attacked with bombs a captive balloon just being hauled back to Tsingtau. It is not known what damage was inflicted. *Times*
Oct. 4
1914.

The German forts and ships are constantly shelling the Japanese Army, which is slowly preparing for a big assault on Tsingtau.

Tokyo, October 5.

An official communiqué says :—

German forces to the number of 350 at Tsingtau delivered a night attack, but were defeated with a loss of 47 men killed. The Japanese casualties amounted to five killed and eight injured. *Times,*
Oct. 6,
1914.

The Japanese heavy guns hit the gunboat *Iltis*, which retired after an exchange of shots.

Berlin, October 6.

K.V. It is reported from Rotterdam that in their first assault on the lines held by our troops at Tsingtau the Japanese and English allies were repulsed with a loss of 2,500 men. The effect of the German mines, artillery, and machine guns was annihilating. The right wing of the allies was heavily bombarded by the Austro-Hungarian cruiser *Kaiserin Elisabeth* and the German gunboat *Jaguar*. The German losses are reported to be slight. The Japanese are awaiting reinforcements from Japan.

Tokyo, October 8.

Times,
Oct. 9,
1914. An official message states that the German fire at Tsingtau is slackening.
During the fighting the rope which held a German captive balloon was severed, and the balloon floated away.—*Reuter.*

P.B.,
Oct. 14. The Japanese Commander of the besieging troops and the Japanese Commander of the blockading squadron jointly communicated to the Governor of Tsingtau at 1 p.m. on October 12th, by means of wireless telegraphy, an Imperial Message desiring to succour non-combatants and individuals of neutral Powers in Tsingtau.

The Governor expressed his wish to agree with this, and at 10 a.m. on October 13th *parlementaires* from each side met to discuss details; as a result of this conference it has been settled to escort to Tientsin on the 15th instant the American Consul and a certain number of Chinese subjects, and German women and children.

EXPLOIT OF E 9.

Admiralty, October 7.

SUBMARINE E 9 (Lieutenant-Commander Max K. Horton) has returned safely after having torpedoed and sunk a German torpedo boat destroyer off the Ems River.

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Berlin, October 8.

From newspaper reports torpedo boat S 116 was sunk *K.V.* on the afternoon of October 6th by a torpedo from an English submarine whilst on outpost duty in the North Sea. Nearly the entire crew was saved. Torpedo boat S 116 was an old boat of the year 1902 of 420 tons displacement. Its crew consisted of about sixty men.

THE MARSHALL ISLANDS OCCUPIED BY JAPAN.

Berlin, October 8.

IT is officially announced from Tokyo that a naval detach- *K.V.* ment has occupied Jaluit, the seat of Government of the Marshall Islands, without encountering resistance, and has taken possession of the fortifications, arms and munitions. Free import of goods is permitted to English merchants. The Japanese Admiralty explains that the landing was a purely military undertaking, no permanent occupation being contemplated.

JAPAN OCCUPIES THE ISLAND OF YAP.

Berlin, October 8.

REUTER's agency in London reports from Peking that *K.V.* the Japanese have occupied the Island of Yap.

[Yap is one of the Caroline Islands where the Germans had established a wireless station.]

AIRCRAFT RAID ON DÜSSELDORF.

Admiralty, October 9.

SQUADRON-COMMANDER SPENSER GREY, R.N., *Times,* reports that as authorised he carried out with Lieutenant *Oct. 10,* R. L. Marix and Lieutenant S. V. Sippe a successful attack *1914.* on the Düsseldorf airship shed.

Lieutenant Marix's bombs, dropped from 500 feet, hit the shed, went through the roof, and destroyed a Zeppelin. Flames were observed 500 feet high, the result of igniting the gas of an airship.

All three officers are safe, but their aeroplanes have been lost.

The feat would appear to be in every respect remarkable having regard to the distance—over 100 miles—penetrated into country held by the enemy, and to the fact that a previous attack had put the enemy on their guard and enabled them to mount anti-aircraft guns.

DOINGS OF ROYAL NAVAL AIR SERVICE.

*Memorandum by Captain Murray F. Sueter, C.B., R.N.,
Director of the Air Department, Admiralty.*

October 11, 1914.

L.G.

COMMANDER CHARLES R. SAMSON, R.N., was in command of the Aeroplane and Armoured Motor Support of the Royal Naval Air Service (Naval Wing) at Dunkerque, between the dates September 1st to October 5th.

During this period several notable air reconnaissances were made, and skirmishes took place. Of these particular mention may be made of the aeroplane attack on September 4th on four enemy cars and forty men, on which occasion several bombs were dropped; and of the successful skirmishes at Cassel on September 4th, Savy on September 12th, Aniche on September 22nd, Orchies on September 23rd.

On September 22nd, Flight Lieutenant C. H. Collet, of the Royal Naval Air Service (Naval Wing of the Royal Flying Corps), flying a Sopwith tractor biplane, made a long flight and a successful attack on the German Zeppelin Airship Shed at Düsseldorf.

Lieutenant Collet's feat is notable—gliding down from 6,000 feet, the last 1,500 feet in mist, he finally came in sight of the airship shed at a height of 400 feet, only a quarter of a mile away from it.

Flight Lieutenant Marix, acting under the orders of Squadron-Commander Spenser Grey, carried out a successful attack on the Düsseldorf airship shed during the afternoon of October 8th. From a height of 600 feet he dropped two bombs on the shed, and flames 500 feet high were seen within thirty seconds. The roof of the shed was also observed to collapse.

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Lieutenant Marix's machine was under heavy fire from rifles and mitrailleuse and was five times hit whilst making the attack.

Squadron-Commander Spenser Grey, whilst in charge of a flight of naval aeroplanes at Antwerp, penetrated during a three and three-quarters hours' flight into the enemy's country as far as Cologne on October 8th. He circled the city under fire at 600 feet and discharged his bombs on the military railway station. Considerable damage was done.

THE FRENCH FLEET IN THE ADRIATIC.

IN the course of last week Admiral de Lapeyrère, with *C.O.*, the whole of his forces, visited the Adriatic islands between *Oct. 17.* Cattaro and Lissa. On the arrival of our fleet before Ragusa *1914.* the authorities fled in two trains which steamed away at full speed. Our squadrons could have reduced this port and that of Gravosa to ashes as the Germans are doing to open towns every day. But Admiral de Lapeyrère was unwilling to attack a population whose French sympathies are well known; he confined himself to destroying, in the course of his cruise, the lighthouses, semaphores and wireless installations capable of military use. At the Pittini lighthouse the destroyer *Sabretache* made some prisoners. The Austrian squadron declined an engagement as usual.

TWO FRENCH TORPEDO BOATS SUNK.

DURING the night of October 8th-9th the torpedo boats *ibid.* 347 and 348 collided while on patrol off the coasts of Provence. Other torpedo boats took them in tow but they sank shortly after the collision. The crews were saved all except an engine-room artificer who disappeared.

RUSSIAN CRUISER SUNK IN BALTIC.

Berlin, October 13.

A RUSSIAN armoured cruiser of the *Bajan* class was *K.V.* sunk on October 11th off the Finland coast by a torpedo.

BEHNCKE,
Acting Chief of the Admiral Staff.

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Petrograd, October 12.

Times,
Oct. 13,
1914.

The first serious loss in the Russian Navy is reported in an official announcement issued by the Admiralty recording the loss of the cruiser *Pallada* with all hands after an attack by a German submarine.

According to the details available, the cruiser *Admiral Makaroff*, while on guard duty in the Baltic on Saturday, was attacked by several of the enemy's submarines and successfully beat them off.

The next day the *Bayan* and the *Pallada*, while scouting, noticed a suspicious-looking vessel ostensibly under the Dutch flag, and on approaching they were each attacked by submarines. The *Bayan* was not hit.

The *Pallada* was struck by a torpedo which, apparently, exploded the magazines, for she sunk instantaneously, carrying down all hands.

GERMAN SUBMARINES DESTROYED IN BALTIC.

Petrograd, October 13.

Times,
Oct. 14,
1914.

IT is officially announced that the commander of the Russian naval forces in the Baltic Sea reports that, during the attack on the Russian cruisers on the 10th and 11th of this month, two German submarines were destroyed.—*Exchange Telegraph Company.*

Berlin, October 14.

K.V.

The official telegraph Bureau at Petrograd circulates the information communicated by the Russian Admiral Staff that when the *Pallada* was destroyed two German submarines were sunk. This information is, as we learn from official sources, in all respects incorrect.

THE NAVAL BRIGADE AT ANTWERP.

*Announcement by the Secretary of the Admiralty on
October 11, 1914.*

Times,
Oct. 12,
1914.

IN response to an appeal by the Belgian Government, a Marine Brigade and two Naval Brigades, together with some heavy naval guns, manned by a detachment of the

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Royal Navy, the whole under the command of General Paris, R.M.A., were sent by His Majesty's Government to participate in the defence of Antwerp during the last week of the attack.

Up till the night of Monday last, October 5th, the Belgian Army and the Marine Brigade successfully defended the line of the Nethe River. But early on Tuesday morning the Belgian forces on the right of the Marines were forced by a heavy German attack, covered by very powerful artillery, to retire, and in consequence the whole of the defence was withdrawn to the inner line of forts, the intervals between which had been strongly fortified. The ground which had been lost enabled the enemy to plant his batteries to bombard the city. The inner line of defences was maintained during Wednesday and Thursday while the city endured a ruthless bombardment. The behaviour of the Royal Marines and Naval Brigades in the trenches and in the field was praiseworthy in a high degree and remarkable in units so newly formed, and, owing to the protection of the entrenchments, the losses, in spite of the severity of the fire, are probably less than 300 out of a total force of 8,000. The defence could have been maintained for a longer period, but not long enough to allow of adequate forces being sent for their relief without prejudice to the main strategic situation.

The enemy also began on Thursday to press strongly on the line of communications near Lokeren. The Belgian forces defending this point fought with great determination but were gradually pressed back by numbers. In these circumstances the Belgian and British military authorities in Antwerp decided to evacuate the city. The British offered to cover the retreat, but General de Guise desired that they should leave before the last Division of the Belgian Army.

After a long night march to St. Gilles the three Naval Brigades entrained. Two out of the three have arrived safely at Ostend, but owing to circumstances which are not yet fully known the greater part of the 1st Naval Brigade was cut off by the German attack north of Lokeren, and 2,000 officers and men entered Dutch territory in the neighbourhood of Hulst and laid down their arms, in accordance

with the laws of neutrality. The retreat of the Belgian Army has been successfully accomplished. The naval armoured trains and heavy guns were all brought away.

The naval aviation park having completed the attack on Düsseldorf and Cologne already reported, has returned safely to the base protected by its armoured cars. The retreat from Ghent onwards of the Naval Division and of the Belgian Army was covered by strong British reinforcements.

Vast numbers of the non-combatant population of Antwerp, men, women, and children, are streaming in flight in scores of thousands westwards from the ruined and burning city.

Address Issued by the First Lord of the Admiralty to the Naval Brigade after the fall of Antwerp, October 17.

Times,
Oct. 18,
1914.

The First Lord welcomes the Royal Naval Division home on its return from active service. Officers and men of all ranks and ratings have acquitted themselves admirably, and have thoroughly justified the confidence reposed in them. The loss of a portion of the First Brigade through a mistake in no way reflects upon the quality or character of the Division. The Brigade of Royal Marines throughout the operations sustained fully by their firmness, discipline, and courage the traditions of the corps. It is not necessary to say more than this. The Naval Brigades bore themselves admirably under the artillery fire of the enemy; and it is to be regretted that no opportunities of closer contact with his infantry were afforded them.

The despatch of the Naval Brigades to Antwerp has interrupted for a time the progress of their instruction and training. They were chosen because the need for them was urgent and bitter; because mobile troops could not be spared for fortress duties; because they were the nearest and could be embarked the quickest; and because their training, although incomplete, was as far advanced as that of a large portion, not only of the forces defending Antwerp, but of the enemy forces attacking.

The Naval Division was sent to Antwerp not as an isolated incident, but as part of a large operation for the relief of the

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city. Other and more powerful considerations prevented this from being carried through. The defence of the inner lines of Antwerp could have been maintained for some days ; and the Naval Division only withdrew when ordered to do so in obedience to the general strategic situation, and not on account of any attack or pressure by the enemy. The prolongation of the defence due to the arrival of the Division enabled the ships in the harbour to be rendered useless and many steps of importance to be taken.

It is too early now to judge what effect the delaying, even for five or six days, of at least 60,000 Germans before Antwerp may have had upon the fortunes of the general battle to the southward. It was certainly powerful and helpful. Apart from the military experiences, which have been invaluable, the Division have been the witnesses of the ruthlessness of the German foe towards a small and innocent State. These facts should inspire all ranks to fit themselves in the shortest possible time for further service in the field, not merely as fortress, but as mobile units.

The Belgian people will never forget that the men of the Royal Navy and Royal Marines were with them in their darkest hour of misery, as, please God, they may also be with them when Belgium is restored to her own by the armies of the Allies.

Admiralty, December 5, 1914.

The following despatch has been received from Field-L.G., Marshal Sir J. D. P. French, G.C.B., G.C.V.O., K.C.M.G., Dec. 5, covering a despatch from Major-General A. Paris, C.B., ¹⁹¹⁴ R.M.A., relating to the operations round Antwerp from October 3rd to the 9th.

From Sir J. D. P. French, Field-Marshal, Commanding-in-Chief, to the Secretary of the Admiralty.

In forwarding this report to the Army Council at the request of the Lords Commissioners of the Admiralty, I have to state that, from a comprehensive review of all the

circumstances, the force of Marines and Naval Brigades which assisted in the defence of Antwerp was handled by General Paris with great skill and boldness.

Although the results did not include the actual saving of the fortress, the action of the force under General Paris certainly delayed the enemy for a considerable time, and assisted the Belgian Army to be withdrawn in a condition to enable it to reorganise and refit, and regain its value as a fighting force. The destruction of war material and ammunition—which, but for the intervention of this force, would have proved of great value to the enemy—was thus able to be carried out.

The assistance which the Belgian Army has rendered throughout the subsequent course of the operations on the canal and the Yser River has been a valuable asset to the Allied cause, and such help must be regarded as an outcome of the intervention of General Paris's force. I am further of opinion that the moral effect produced on the minds of the Belgian Army by this necessarily desperate attempt to bring them succour, before it was too late, has been of great value to their use and efficiency as a fighting force.

J. D. P. FRENCH,
Field-Marshal, Commanding-in-Chief.

*From the Secretary of the Admiralty to Field-Marshal Sir
J. D. P. French, Commanding-in-Chief.*

(Enclosure in No. 1.)

Admiralty, November 2, 1914.

SIR,—I am commanded by My Lords Commissioners of the Admiralty to transmit herewith a despatch from Major-General Paris, reporting the proceedings of the Division round Antwerp from October 3rd to 9th, with a view to its being considered by you and forwarded to the Army Council with your survey of the operations as a whole.

I am, &c.,

W. GRAHAM GREENE.

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From Major-General A. Paris, C.B., Commanding Royal Naval Division, to the Secretary of the Admiralty.

(Sub-Enclosure in No. 1.)

October 31, 1914.

Regarding the operations round Antwerp from October 3rd to 9th, I have the honour to report as follows :

The Brigade (2,200 all ranks) reached Antwerp during the night October 3rd and 4th, and early on the 4th occupied, with the 7th Belgian Regiment, the trenches facing Lierre, with advanced post on the River Nethe, relieving some exhausted Belgian troops.

The outer forts on this front had already fallen and bombardment of the trenches was in progress. This increased in violence during the night and early morning of October 5th, when the advanced posts were driven in and the enemy effected a crossing of the river, which was not under fire from the trenches.

About midday the 7th Belgian Regiment was forced to retire, thus exposing my right flank. A vigorous counter-attack, gallantly led by Colonel Tierchon, 2nd Chasseurs, assisted by our aeroplanes, restored the position late in the afternoon.

Unfortunately, an attempt made by the Belgian troops during the night (October 5th and 6th) to drive the enemy across the river failed, and resulted in the evacuation of practically the whole of the Belgian trenches.

The few troops now capable of another counter-attack were unable to make any impression, and the position of the Marine Brigade became untenable.

The bombardment, too, was very violent, but the retirement of the Brigade was well carried out, and soon after midday (October 6th) an intermediate position, which had been hastily prepared, was occupied.

The two Naval Brigades reached Antwerp during the night (October 5th and 6th). The 1st Brigade moved out in the afternoon of 5th to assist the withdrawal to the main 2nd Line of Defence.

The retirement was carried out during the night (October 6th and 7th), without opposition, and the Naval Division occupied the intervals between the forts on the 2nd Line of Defence.

The bombardment of the town, forts, and trenches began at midnight (October 7th and 8th), and continued with increasing intensity until the evacuation of the fortress.

As the water supply had been cut, no attempt could be made to subdue the flames, and soon 100 houses were burning. Fortunately, there was no wind, or the whole town and bridges must have been destroyed.

During the day (October 8th), it appeared evident that the Belgian Army could not hold the forts any longer. About 5.30 p.m. I considered that if the Naval Division was to avoid disaster an immediate retirement under cover of darkness was necessary. General de Guise, the Belgian Commander, was in complete agreement. He was most chivalrous and gallant, insisting on giving orders that the roads and bridges were to be cleared for the passage of the British troops.

The retirement began about 7.30 p.m., and was carried out under very difficult conditions.

The enemy were reported in force (a Division plus a Reserve Brigade) on our immediate line of retreat, rendering necessary a detour of fifteen miles to the north.

All the roads were crowded with Belgian troops, refugees, herds of cattle, and all kinds of vehicles, making inter-communication a practical impossibility. Partly for these reasons, partly on account of fatigue, and partly from at present unexplained causes large numbers of the 1st Naval Brigade became detached, and I regret to say are either prisoners or interned in Holland.

Marching all night (October 8th and 9th), one battalion of 1st Brigade, the 2nd Brigade and Royal Marine Brigade, less one battalion, entrained at St. Gillies Waes and effected their retreat without further incident.

The Battalion (Royal Marine Brigade) Rear Guard of the whole force, also entrained late in the afternoon, together with many hundreds of refugees, but at Morbeke the line was cut, the engine derailed, and the enemy opened fire.

There was considerable confusion. It was dark and the agitation of the refugees made it difficult to pass any orders. However, the battalion behaved admirably, and succeeded in fighting its way through, but with a loss in missing of more than half its number. They then marched another ten miles to Selzaate and entrained there.

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Colonel Seely and Colonel Bridges were not part of my command, but they rendered most skilful and helpful services during the evacuation.

The casualties are approximately :—1st Naval Brigade and 2nd Naval Brigade, 5 killed, 64 wounded, 2,040 missing. Royal Marine Brigade, 23 killed, 103 wounded, 388 missing.

In conclusion, I would call your attention to the good services rendered by the following officers and men during the operations :

Officers.

Staff :

Lieutenant-Colonel A. H. Ollivant, R.A.
Major Richardson, N.Z., Staff Corps.
Fleet Surgeon E. J. Finch, R.N.

1st Brigade :

Lieutenant G. G. Grant, R.N.V.R.
Sub-Lieutenant C. O. F. Modin, R.N.V.R.

2nd Brigade :

Commodore O. Backhouse, R.N., Commanding Brigade.
Captain W. L. Maxwell, Brigade Major.
Sub-Lieutenant H. C. Hedderwick, R.N.V.R.

Royal Marine Brigade :

Lieutenant-Colonel C. McN. Parsons, R.M.L.I., in command most of the time.
Major A. H. French, R.M.L.I., 10th Battalion.
Lieutenant D. J. Gowney, R.M.L.I., 10th Battalion.

Men.

Naval Brigade :

Chief Petty Officer B. H. Ellis, No. 748, B. Co., R.N.V.R., London.
Chief Petty Officer Payne, D. Co.
Petty Officer (Acting) W. Wallace, O.N., Dev., 211130.
Stoker Petty Officer W. S. Cole, O.N., Ch. 100113.
Leading Seaman (Acting) H. D. Lowe, R.N.R., Dev., No. B. 2542.
Ordinary Seaman G. Ripley, new Army recruit, C. Co. (now R.N.V.R.).
Ordinary Seaman T. Machen, new Army recruit, C. Co. (now R.N.V.R.).

Royal Marine Brigade :

Sergeant-Major (Acting) Galliford.
Quartermaster-Sergeant Kenny, R.F.R., Ch. A. 426.
Sergeant G. H. Bruce, R.F.R., Ch. A. 631.
Lance-Corporal T. C. Frank, Ch. 17817.
Lance-Corporal W. J. Cook, Ply. 7685.
Private G. H. Hall, R.F.R., Ch. B. 194.
Private C. J. Fleet, R.F.R., Ch. B. 1585.
Private S. Lang, Ch. 18446.
Sergeant E. Walch (R. Naval Auxiliary Sick Berth Reserve),
S. B. 508.

I have the honour to be, Sir,

Your obedient servant,

A. PARIS, Major-General,
General Officer Commanding-in-Chief.

CIRCULAR OF THE DEPARTMENT OF STATE OF
THE UNITED STATES WITH REFERENCE TO
NEUTRALITY AND TRADE IN CONTRABAND.

Issued October 15, 1914.

THE DEPARTMENT OF STATE has received numerous inquiries from American merchants and other persons as to whether they could sell to Governments or nations at war contraband articles without violating the neutrality of the United States, and the Department has also received complaints that sales of contraband were being made on the apparent supposition that they were unneutral acts which this Government should prevent.

In view of the number of communications of this sort which have been received it is evident that there is a widespread misapprehension among the people of this country as to the obligations of the United States as a neutral nation in relation to trade in contraband and as to the powers of

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the executive branch of the Government over persons who engage in it. For this reason it seems advisable to make an explanatory statement on the subject for the information of the public.

In the first place it should be understood that, generally speaking, a citizen of the United States can sell to a belligerent Government or its agent any article of commerce which he pleases. He is not prohibited from doing this by any rule of international law, by any treaty provisions, or by any statute of the United States. It makes no difference whether the articles sold are exclusively for war purposes, such as firearms, explosives, &c., or are foodstuffs, clothing, horses, &c., for the use of the army or navy of the belligerent.

Furthermore, a neutral Government is not compelled by international law, by treaty, or by statute to prevent these sales to a belligerent. Such sales, therefore, by American citizens do not in the least affect the neutrality of the United States.

It is true that such articles as those mentioned are considered contraband and are, outside the territorial jurisdiction of a neutral nation, subject to seizure by an enemy of the purchasing Government, but it is the enemy's duty to prevent the articles reaching their destination, not the duty of the nation whose citizens have sold them. If the enemy of the purchasing nation happens for the time to be unable to do this that is for him one of the misfortunes of war; the inability, however, imposes on the neutral Government no obligation to prevent the sale.

Neither the President nor any executive department of the Government possesses the legal authority to interfere in any way with trade between the people of this country and the territory of a belligerent. There is no Act of Congress conferring such authority or prohibiting traffic of this sort with European nations, although in the case of neighbouring American Republics Congress has given the President power to proclaim an embargo on arms and ammunition when in his judgment it would tend to prevent civil strife.

For the Government of the United States itself to sell to a belligerent nation would be an unneutral act, but for a

private individual to sell to a belligerent any product of the United States is neither unlawful nor unneutral, nor within the power of the Executive to prevent or control.

The foregoing remarks, however, do not apply to the outfitting or furnishing of vessels in American ports or of military expeditions on American soil in aid of a belligerent. These acts are prohibited by the neutrality laws of the United States.

[This document is quoted from a *Supplement to the American Journal of International Law* published January, 1915.]

HAMBURG-AMERIKA LINER SUNK.

Press Bureau, October 15.

Times,
Oct. 16,
1914.

THE Secretary to the Admiralty announces that His Majesty's Ship *Yarmouth*, Captain Henry L. Cochrane, has sunk the German Hamburg-Amerika Line steamer *Markomannia* in the vicinity of Sumatra, and has captured and is taking into harbour the Greek steamer *Pontoporos*.

Both these vessels have been previously reported as accompanying the German cruiser *Emden*.

His Majesty's Ship *Yarmouth* has sixty German prisoners of war on board.

GERMAN SAILING SHIP SEIZED.

October 15.

P.B.

THE Secretary to the Admiralty announces that a communication has been received by the Governor of the Commonwealth of Australia from the Administrator at Rabaul reporting the capture of the small German sailing vessel *Comet*, which was found to have a complete wireless telegraph station on board.⁽¹⁾

⁽¹⁾[See
p. 247.]

Times,
Oct. 18,
1914.

The Secretary of the Admiralty has issued the following further statement on the capture of the German auxiliary sailing vessel, *Comet*.

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The *Nusa* was commissioned on October 9th, under the command of Lieutenant-Commander John M. Jackson, R.N., accompanied by Lieutenant-Colonel John M. Paton and a detachment of infantry to search for the *Comet* on the North-east coast of New Guinea. The expedition was entirely successful and the *Comet* was captured with a complete wireless installation.

There were no casualties, and the captain, four officers, and fifty-two natives were taken prisoners.

The *Comet* has now been commissioned as a vessel of H.M. Australian Navy.

CLOSING ON TSINGTAU.

Tokyo, October 16.

AN official statement says that in the forenoon of the *Times*, 14th inst. a section of the naval squadron outside Tsingtau Oct. 17, 1914. destroyed portions of the *Iltis* and *Kaiser* forts, while simultaneously aeroplanes dropped bombs. During the attack one British bluejacket was killed and two were wounded. The Japanese suffered no loss.—*Reuter*.

LOSS OF THE "HAWKE."

THE Secretary of the Admiralty made the following *Times*, Oct. 17, 1914. announcement yesterday afternoon:—

H.M.S. *Theseus* (Captain Hugh Edwards, R.N.) was attacked by submarine in the northern waters of the North Sea yesterday afternoon, but was missed. H.M.S. *Hawke* (Captain Hugh P. E. Williams, R.N.) was attacked at about the same time, and was sunk.

The following officers, together with forty-nine men of the crew, have been landed at Aberdeen from a trawler:—Mr. Sidney Austin, boatswain; Mr. James Dennis, gunner; Mr. Harry C. T. Evitt, acting gunner. The remaining officers and men are missing.

Further particulars will be published as soon as they are available.

H.M.S. *Hawke* was a cruiser built in 1889.

The Secretary of the Admiralty made the following later announcement :—

Further survivors of His Majesty's Ship *Hawke* :—

Lieutenant-Commander Robert R. Rosoman and twenty men have been saved from a raft.

Times,
Oct. 19,
1914.

Mrs. Pratt-Barlow, wife of Commander Bernhard Pratt-Barlow, of His Majesty's Ship *Hawke*, has received the following telegram :—

Sandringham, October 17.

The King and Queen deeply regret the loss you and the Navy have sustained by the death of your husband in the service of his country. Their Majesties truly sympathise with you in your sorrow.

PRIVATE SECRETARY.

K.V.

Berlin, October 24.

As already unofficially announced, the successful destruction of the English cruiser *Hawke* on October 13th by a German submarine is officially confirmed to-day.

The submarine has returned in good condition.

On October 20th the English steamer *Glitra* was sunk off the Norwegian coast by a German submarine through the opening of the sea-valves, after the crew had been invited to leave the vessel in the ship's boats.

BEHNCKE.

Times,
Oct. 21,
1914.

Admiralty, October 20.

THE British steamer *Glitra*, bound from Grangemouth for Stavanger, has been sunk by the Germans in the North Sea.

JAPANESE CRUISER SUNK.

Times,
Oct. 20,
1914.

Tokyo, October 19.

IT is officially announced that the Japanese cruiser *Takachiho* was sunk by a mine in Kiao-chau Bay on Saturday night. One officer and nine of the crew are known to have been saved. The *Takachiho* had 264 men on board at the time.

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REPORT OF COMMODORE KEYES ON SUBMARINE
OPERATIONS.

H.M.S. "Maidstone," October 17, 1914.

SIR,

IN compliance with Their Lordship's directions, I have the honour to report as follows upon the services performed by Submarines since the commencement of hostilities:—

Three hours after the outbreak of war, Submarines "E 6" (Lieutenant-Commander Cecil P. Talbot), and "E 8" (Lieutenant-Commander Francis H. H. Goodhart), proceeded unaccompanied to carry out a reconnaissance in the Heligoland Bight. These two vessels returned with useful information, and had the privilege of being the pioneers on a service which is attended by some risk.

During the transportation of the Expeditionary Force the *Lurcher* and *Firedrake* and all the Submarines of the Eighth Submarine Flotilla occupied positions from which they could have attacked the High Sea Fleet had it emerged to dispute the passage of our transports. This patrol was maintained day and night without relief, until the personnel of our Army had been transported and all chance of effective interference had disappeared.

These Submarines have since been incessantly employed on the enemy's coast in the Heligoland Bight and elsewhere, and have obtained much valuable information regarding the composition and movement of his patrols. They have occupied his waters and reconnoitred his anchorages, and, while so engaged, have been subjected to skilful and well-executed anti-submarine tactics; hunted for hours at a time by Torpedo Craft and attacked by gunfire and torpedoes.

At midnight on August 26th, I embarked in the *Lurcher*, and, in company with *Firedrake* and Submarines "D 2," "D 8," "E 4," "E 5," "E 6," "E 7," "E 8," and "E 9" of the Eighth Submarine Flotilla, proceeded to take part in the operations in the Heligoland Bight arranged for August 28th. The Destroyers scouted for the Submarines until nightfall on the 27th, when the latter proceeded independently to take up various positions from which they could co-operate with the Destroyer Flotillas on the following morning.

At daylight on August 28th the *Lurcher* and *Fire-drake* searched the area, through which the Battle Cruisers were to advance, for hostile Submarines, and then proceeded towards Heligoland in the wake of Submarines "E 6," "E 7," and "E 8," which were exposing themselves with the object of inducing the enemy to chase them to the westward.

On approaching Heligoland, the visibility, which had been very good to seaward, reduced to 5,000 to 6,000 yards, and this added considerably to the anxieties and responsibilities of the Commanding Officers of Submarines, who handled their vessels with coolness and judgment in an area which was necessarily occupied by friends as well as foes.

Low visibility and calm sea are the most unfavourable conditions under which Submarines can operate, and no opportunity occurred of closing with the enemy's cruisers to within torpedo range.

Lieutenant-Commander Ernest W. Leir, Commanding Submarine "E 4," witnessed the sinking of the German Torpedo Boat Destroyer "V 187" through his periscope, and, observing a Cruiser of the *Stettin* class close, and open fire on the British Destroyers which had lowered their boats to pick up the survivors, he proceeded to attack the Cruiser, but she altered course before he could get within range. After covering the retirement of our Destroyers, which had had to abandon their boats, he returned to the latter, and embarked a Lieutenant and nine men of *Defender*, who had been left behind. The boats also contained two Officers and eight men of "V 187," who were unwounded, and eighteen men who were badly wounded. As he could not embark the latter, Lieutenant-Commander Leir left one of the Officers and six unwounded men to navigate the British boats to Heligoland. Before leaving he saw that they were provided with water, biscuit, and a compass. One German Officer and two men were made prisoners of war.

Lieutenant-Commander Leir's action in remaining on the surface in the vicinity of the enemy and in a visibility which would have placed his vessel within easy gun range of an enemy appearing out of the mist, was altogether admirable.

This enterprising and gallant Officer took part in the reconnaissance which supplied the information on which these

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operations were based, and I beg to submit his name, and that of Lieutenant-Commander Talbot, the Commanding Officer of "E 6," who exercised patience, judgment and skill in a dangerous position, for the favourable consideration of Their Lordships.

On September 13th, "E 9" (Lieutenant-Commander Max K. Horton) torpedoed and sank the German Light Cruiser *Hela* six miles South of Heligoland.

A number of Destroyers were evidently called to the scene after "E 9" had delivered her attack, and these hunted her for several hours.

On September 14th, in accordance with his orders, Lieutenant-Commander Horton examined the outer anchorage of Heligoland, a service attended by considerable risk.

On September 25th, Submarine "E 6" (Lieutenant-Commander C. P. Talbot), while diving, fouled the moorings of a mine laid by the enemy. On rising to the surface she weighed the mine and sinker; the former was securely fixed between the hydroplane and its guard; fortunately, however, the horns of the mine were pointed outboard. The weight of the sinker made it a difficult and dangerous matter to lift the mine clear without exploding it. After half an hour's patient work this was effected by Lieutenant Frederick A. P. Williams-Freeman and Able Seaman Ernest Randall Cremer, Official Number 214235, and the released mine descended to its original depth.

On October 6th, "E 9" (Lieutenant-Commander Max K. Horton), when patrolling off the Ems, torpedoed and sank the enemy's destroyer, "S 126."

The enemy's Torpedo Craft pursue tactics which, in connection with their shallow draft, make them exceedingly difficult to attack with torpedo, and Lieutenant-Commander Horton's success was the result of much patient and skilful zeal. He is a most enterprising submarine officer, and I beg to submit his name for favourable consideration.

Lieutenant Charles M. S. Chapman, the Second in Command of "E 9," is also deserving of credit.

Against an enemy whose capital vessels have never, and Light Cruisers have seldom, emerged from their fortified harbours, opportunities of delivering Submarine attacks have necessarily been few, and on one occasion only, prior to

September 13th, has one of our Submarines been within torpedo range of a Cruiser during daylight hours.

During the exceptionally heavy westerly gales which prevailed between September 14th and 21st, the position of the Submarines on a lee shore, within a few miles of the enemy's coast, was an unpleasant one.

The short steep seas which accompany westerly gales in the Heligoland Bight made it difficult to keep the conning tower hatches open. There was no rest to be obtained, and even when cruising at a depth of 60 feet, the Submarines were rolling considerably, and pumping—*i.e.*, vertically moving about twenty feet.

I submit that it was creditable to the Commanding Officers that they should have maintained their stations under such conditions.

Service in the Heligoland Bight is keenly sought after by the Commanding Officers of the Eighth Submarine Flotilla, and they have all shown daring and enterprise in the execution of their duties. These Officers have unanimously expressed to me their admiration of the cool and gallant behaviour of the Officers and men under their command. They are, however, of the opinion that it is impossible to single out individuals when all have performed their duties so admirably, and in this I concur.

The following Submarines have been in contact with the enemy during these operations:—

- “ D 1 ” (Lieutenant-Commander Archibald D. Cochrane).
- “ D 2 ” (Lieutenant-Commander Arthur G. Jameson).
- “ D 3 ” (Lieutenant-Commander Edward C. Boyle).
- “ D 5 ” (Lieutenant-Commander Godfrey Herbert).
- “ E 4 ” (Lieutenant-Commander Ernest W. Leir).
- “ E 5 ” (Lieutenant-Commander Charles S. Benning).
- “ E 6 ” (Lieutenant-Commander Cecil P. Talbot).
- “ E 7 ” (Lieutenant-Commander Ferdinand E. B. Feilmann).
- “ E 9 ” (Lieutenant-Commander Max K. Horton).

I have the honour to be,

Sir,

Your obedient Servant,
(Signed) ROGER KEYES,
Commodore (S).

DOCUMENTARY HISTORY—NAVAL DANGERS IN BALTIC NAVIGATION.

Petrograd, October 17.

THE Imperial Government announces that in view of the presence of German submarines at the entrance to the Gulf of Finland, and the placing by the enemy of booms and torpedoes near the Russian coast, the Russian naval authorities are compelled in their turn to have recourse largely to similar steps. Consequently, navigation in the Northern zone bounded by the Russian coast by parallel $58^{\circ} 50'$ north latitude and by the meridian 21° east longitude, is to be regarded as dangerous, as is the entrance to the Gulf of Riga and the coast waters of the Aland Archipelago. In order that persons not taking part in the hostilities may not run the risks of war, the entrances and exits of the Gulf of Finland and Riga are to be regarded as closed from the moment of the announcement.

NAVAL SKIRMISH OFF CATTARO.

Vienna, October 18.

IT is officially announced that on the morning of the 17th *K.V.* a skirmish took place off Punta d'Ostro between some of our torpedo craft and submarines, together with an aeroplane, and the French cruiser *Waldeck-Rousseau*. In spite of the heavy fire of the cruiser our vessels returned without injury. The lighthouse at Punta d'Ostro was also fired at by the enemy, but only slightly injured. The bulk of the French fleet was observed in the offing, but withdrew in great haste on sighting our submarines. Early in the morning of the 18th our own torpedo craft carried out a raid on the harbour at Antivari and destroyed some storehouses and loaded wagons in its immediate neighbourhood.

FOUR GERMAN DESTROYERS SUNK.

THE Secretary of the Admiralty made the following *Times*,
announcement yesterday : Oct. 18,

The new light cruiser *Undaunted* (Captain Cecil H. Fox),
accompanied by the destroyers *Lance* (Commander W. de M. Egerton), *Lennox* (Lieutenant-Commander C. R. Dane) 1914.

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Legion (Lieutenant-Commander C. F. Allsup), and *Loyal* (Lieutenant-Commander F. Burges Watson), engaged four German destroyers off the Dutch coast this afternoon. All the enemy's destroyers were sunk.

The British loss in the destroyer action was one officer and four men wounded. The damage to the British destroyers was slight. There are thirty-one German survivors, prisoners of war.

Amsterdam, October 18.

Times,
Oct. 19,
1914.

The following official announcement was issued in Berlin to-day :

Yesterday afternoon the German torpedo-boat destroyers S 115, S 117, S 118, and S 119 met the British cruiser *Undaunted* and four torpedo-boat destroyers close by the Dutch coast. According to official British news the German torpedo-boats were sunk. Thirty-one men belonging to the crews were saved and landed in England.

P. BEHNCKE,

Captain and Departmental Chief
of Naval Head-Quarters Staff.

SINKING OF SUBMARINE E 3.

Berlin, October 19.

K.V. THE English submarine E 3 was destroyed on the afternoon of October 18th, in the German Bight of the North Sea.

Times,
Oct. 23,
1914.

The Secretary of the Admiralty makes the following announcement :

Submarine E 3, Lieutenant-Commander George F. Cholmley, R.N., is now considerably overdue, and it is feared that she has been sunk in the North Sea. A German Press radiogram stated that she had been sunk on the 18th inst.

DOCUMENTARY HISTORY—NAVAL
JAPANESE OPERATIONS.

Tokyo, October 20.

THE Navy Department has announced the occupation *Times*,
for military purposes of the Marianne and Marshall Islands Oct. 21,
and the East and West Caroline Archipelagos. 1914.

GERMAN TORPEDO-BOAT DESTROYED.

Rome, October 21.

The Japanese Embassy communicates the following :

We have found two auxiliary cruisers of the enemy. One
sank herself, the other we captured.—*Reuter.*

IT is officially announced that the German torpedo-boat
S 90, which escaped from Tsingtau in the dark, has been found
aground, destroyed, sixty miles south of Kiao-chau.—
Reuter.

EXCHANGE OF COURTESIES WITH JAPAN.

Admiralty, October 21.

THE Secretary of the Admiralty communicates the
following telegrams which have passed between the First
Lord of the Admiralty, and Vice-Admiral Yashiro, Minister
of Marine, Tokyo :

*From the First Lord of the Admiralty to Vice-Admiral Yashiro,
Minister of Marine, Tokyo.*

I desire on behalf of the British Admiralty and the Royal
Navy to express at this crucial stage of the war our deep sense
of the efforts and energy with which the Japanese Navy is
sustaining the cause of their ally. Apart from the great
object, of the extermination of the main German base in
the Pacific, Japanese ships and squadrons are everywhere
giving us help of invaluable character in the protection of
trade, the search for enemy's ships, and the convoy of troops
to the decisive theatre of the conflict.

From Vice-Admiral Yashiro, Minister of Marine, Tokyo, to the First Lord of the Admiralty.

On behalf of the Imperial Japanese Navy, I tender my warmest thanks for your sincere and cordial message, and assure you that it is a matter of the utmost satisfaction to us both that perfect harmony and understanding exists everywhere between the two Allied Navies, which strikes the true note of the main object of the compact and which will certainly tend to hasten the attainment of the ultimate goal. I earnestly hope that it will not be long before this end is successfully achieved.

Times,
Oct. 21
1914.

The War Office makes the following announcement :

“ His Imperial Highness the Crown Prince of Japan has, through an aide-de-camp, delivered a most gracious message to the British troops operating with the Japanese forces before Tsingtau, and has presented them with a gift of refined saké (rice-wine).”

MONITORS ON THE BELGIAN COAST.

Times,
Oct. 22,
1914.

THE Secretary of the Admiralty makes the following announcement :

The monitors *Severn*, Commander Eric J. A. Fullerton ; *Humber*, Commander Arthur L. Snagge ; and *Mersey*, Lieutenant-Commander Robert A. Wilson, have recently been engaged in operations on the Belgian coast, firing on the right flank of the German Army.

Owing to their light draught they have been able to contribute materially to the success of the operations in this district, and they have already abundantly justified their acquisition on the outbreak of war.

In addition, detachments with machine guns have been landed from these vessels to assist in the defence of Nieuport, where they performed meritorious service.

DOCUMENTARY HISTORY—NAVAL DEPREDATIONS OF THE "EMDEN."

Colombo, October 21.

ADMIRALTY report that the British steamers *Chilkana*, *Times*, *Troilus*, *Benmohr*, and *Clan Grant*, also dredger, bound Tasmania, probably *Ponrabbel*, have been sunk, and the *Exford*, British steamer, captured by the German cruiser *Emden*, 150 miles south-west of Cochin. Oct. 22, 1914.

ENEMY SHIPS IN THE SUEZ CANAL.

HIS MAJESTY'S Government have issued a notification *L.G.*, in the following terms to the representatives of foreign maritime Powers in London, and have asked them to communicate it to their Governments : Oct. 27, 1914.

Since the outbreak of war certain ships of enemy countries have remained in the Suez Canal.

Some of these vessels were detained by the Egyptian Government on account of hostile acts committed in the Canal ; some because there was reason to apprehend that they contemplated hostile acts ; others, though perfectly free, have refused to leave the Canal in spite of the offer of a free pass, thus disclosing their intention to use the ports of the Canal merely as ports of refuge, a measure which is not contemplated by the Suez Canal Convention.

His Majesty's Government do not admit that the Conventional right of free access and use of the Canal enjoyed by merchant vessels implies any right to make use of the Canal and its ports of access for an indefinite time to escape capture, since the obvious result of permitting any such course must be greatly to incommode and even to block the use of the ports and Canal by other ships, and they are consequently of opinion that the Egyptian Government are fully justified in the steps which they are taking to remove from the Canal all enemy ships which have been long enough in the Canal ports to show clearly that they have no intention of departing in the ordinary way, and that they are putting the Canal and its ports to a use which is inconsistent with the use of the Canal in the ordinary way by other shipping.

Foreign Office, October 23, 1914.

STATEMENT ISSUED BY THE PRESS BUREAU ON
THE PROTECTION OF MARITIME COMMERCE.

Times,
Oct. 24,
1914.

EIGHT or nine German cruisers are believed to be at large in the Atlantic, the Pacific, and the Indian Oceans. Searching for these vessels and working in concert under the various Commanders-in-Chief are upwards of seventy British (including Australian), Japanese, French, and Russian cruisers, not including auxiliary cruisers. Among these are a number of the fastest British cruisers. The vast expanses of sea and ocean and the many thousand islands of the archipelagos offer an almost infinite choice of movement to the enemy's ships. In spite of every effort to cut off their coal supply it has hitherto been maintained by one means or another in the face of increasing difficulties. The discovery and destruction of these few enemy cruisers is therefore largely a matter of time, patience, and good luck.

The public should have confidence that the Commanders-in-Chief and the experienced captains serving under them are doing all that is possible and taking the best steps to bring the enemy to action. They have so far been also occupied in very serious and important convoy duty, but this work has somewhat lessened, and the number of searching cruisers is continually augmented.

Meanwhile, merchant ships must observe Admiralty instructions, which it is obviously impossible to specify, and use all the precautions which have been suggested. On routes where these instructions have been followed they have so far proved very effective. On the other hand, where they have been disregarded captures have been made. The same vastness of sea which has so far enabled the German cruisers to avoid capture will protect the trade.

The only alternative to the methods now adopted would be the marshalling of merchantmen in regular convoys at stated intervals. So far it has not been thought necessary to hamper trade by enforcing such a system. The percentage of loss is much less than was reckoned on before the war. Out of 4,000 British ships engaged in foreign trade only thirty-nine have been sunk by the enemy, or just under one per cent. in all. The rate of insurance for cargoes, which on the outbreak of war was fixed at five guineas per cent., has now

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been reduced to two guineas per cent., without injury to the solvency of the fund. For hulls, as apart from cargoes, the insurance has also been considerably reduced.

Between 8,000 and 9,000 foreign voyages have been undertaken to and from United Kingdom ports, less than five per thousand of which have been interfered with, and of these losses a large number have been caused by merchant vessels taking everything for granted and proceeding without precautions as if there were no war. On the other hand, the German oversea trade has practically ceased to exist. Nearly all their fast ships which could have been used as auxiliary cruisers were promptly penned into neutral harbours or have taken refuge in their own. Among the comparatively few German ships which have put to sea 133 have been captured, or nearly four times the number of those lost by the very large British Mercantile Marine.

In these circumstances there is no occasion for anxiety and no excuse for complaint. On the contrary, the more fully the facts concerning our oversea trade and its protection by the Royal Navy can be disclosed, and the more attentively they are studied, the greater will be the confidence and satisfaction with which the situation can be viewed.

GERMAN SUBMARINE SUNK.

Admiralty, October 24.

A GERMAN submarine has been rammed and sunk by the destroyer *Badger*, Commander Charles Fremantle, R.N., off the Dutch coast. The *Badger's* bows were somewhat damaged.

The following telegram has been sent to H.M.S. *Badger*:
"Admiralty are very well pleased with your good services."

ENEMY SUBMARINE REPULSED OFF BELGIAN COAST.

Admiralty, October 24.

ALL yesterday the monitors and other vessels of the British bombarding flotilla fired on the German right, which they searched thoroughly and effectively in concert with the operations of the Belgian Army.

All German attacks on Nieuport were repulsed. Much damage was done to the enemy by naval fire which enflamed the German lines, and enemy prisoners taken yesterday and the day before testify to the heavy losses they have suffered from this cause. Fire was also opened in the afternoon on the German batteries near Ostend.

Admiral Hood now has a fine flotilla of vessels very suitable for this work, but at the same time not of great naval value. During the day our ships were persistently attacked by an enemy submarine, and torpedoes were fired without success at *Wildfire* and *Myrmidon*. Other British vessels again attacked the submarine. The naval aeroplanes and balloons aided in the direction of the fire. The weather continued fine and favourable. No losses were sustained by the flotillas yesterday.

GERMAN CAPTURES IN THE ATLANTIC.

Times,
Oct. 25,
1914.

LLOYD'S agents at Teneriffe telegraph that the steamers *Indrani*, *Farn*, and *Condor* were not sunk but taken possession of by the Germans. All prisoners landed from *Crefeld* and taken charge of by the British Consul.

DECORATION FOR LIEUTENANT WEDDIGEN.

W.B.,
Oct. 25,
1914.

CAPTAIN LIEUTENANT WEDDIGEN, the Commander of the well-known submarine U 9, which was responsible for the sinking of the British cruisers *Aboukir*, *Hogue*, *Cressy*, and *Hawke*, has been awarded the Order *Pour le Mérite*.

LOSS OF THE "AMIRAL GANTEAUME."

Times,
Oct. 27,
1914.

THE French steamer *Amiral Ganteaume*, carrying about 2,500 French refugees from Calais to Havre, struck a floating mine this afternoon [October 26th] about twelve miles off Cape Gris Nez. It is believed that the passengers were saved with the exception of between thirty and forty. Fifteen were drowned, and about the same number were crushed.

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Admiralty, November 25.

On October 26th, 1914, the French passenger steamer *Times*, *Amiral Ganteaume* was on passage from Calais to Havre, with upwards of 2,000 unarmed refugees, including a very large proportion of women and children on board, when a violent explosion occurred. Nov. 26,
1914.

By pure chance and the greatest good fortune the British steamship *Queen* was within a short distance of the *Amiral Ganteaume*, and succeeded in rescuing most of the passengers, only about forty being killed.

Subsequent examination of one of the damaged lifeboats of the vessel has led to the discovery of a fragment of a German torpedo.

The presence of this fragment proves that the vessel was torpedoed by a German submarine.

This action of destroying with aim and deliberation in broad daylight a defenceless passenger ship full of refugees is on the whole the best specimen of German methods yet recorded.

TSAR'S MESSAGE TO THE BALTIC FLEET.

Petrograd, October 25.

THE following is the text of a telegram despatched by the Minister of Marine to the Commandant of the Russian Baltic Fleet: *Times*,
Oct. 27,
1914.

“The Emperor has charged me to express to you and your Fleet his gratitude for your activity in this autumnal season in keeping the sea among dangers from mines and submarines. Thanks to its skill and endurance the Baltic Fleet has fulfilled successfully its task of guarding the littoral of the capital and in supporting the armies on land. In spite of his numerical superiority and his temerity the enemy has obtained no definite successes. The Emperor believes that God will bless, by their ultimate triumph, the Russian sailors who are struggling for the glory of their dear country.”—*Reuter.*

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PENSION.

Order in Council granting to all Seamen and Mariners re-entering during the War, the Privilege of counting Former Service towards Pension, irrespective of period during which they have been out of the Service.

At the Court at *Buckingham Palace*,
The 26th day of October, 1914.

PRESENT,

The KING'S Most Excellent Majesty in Council.

L.G. WHEREAS there was this day read at the Board a Memorial from the Right Honourable the Lords Commissioners of the Admiralty, dated the 16th day of October, 1914, in the words following, viz. :

“Whereas by Section 3 of the Naval and Marine Pay and Pensions Act, 1865, it is enacted, *inter alia*, that all pay, pensions, or other allowances in the nature thereof, payable in respect of services in Your Majesty's Naval or Marine Force to a person being or having been an Officer, Seaman, or Marine therein, shall be paid in such manner, and subject to such restrictions, conditions, and provisions, as are from time to time directed by Order in Council :

“And whereas by the Regulations for the government of Your Majesty's Naval Service, Men who have been discharged from the Royal Navy or Royal Marines for reasons other than that of medical disability may, in the event of re-entry therein, count all former service with character not inferior to 'Fair' towards pension, only 'provided that a break of five years did not take place between the two services' :

“And whereas we consider that it is desirable that this condition should be modified in the case of suitable men whom it is deemed expedient especially to allow to re-enter during the period of the War :

“We beg leave humbly to recommend that Your Majesty may be graciously pleased, by Your Order in Council, to authorise us to grant to all Seamen and Marines who are

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allowed to re-enter during the period of the War the privilege of counting their former service towards pension irrespective of the period they have been out of the Service.

“The Lords Commissioners of Your Majesty’s Treasury have signified their concurrence in this proposal.”

His Majesty, having taken the said Memorial into consideration, was pleased, by and with the advice of His Privy Council, to approve of what is therein proposed. And the Right Honourable the Lords Commissioners of the Admiralty are to give the necessary directions herein accordingly.

REVISED RATES OF PAY FOR ROYAL MARINE OFFICERS.

At the Court at *Buckingham Palace*,
The 26th day of October, 1914.

PRESENT,

The KING’S Most Excellent Majesty in Council.

WHEREAS there was this day read at the Board a Memorial from the Right Honourable the Lords Commissioners of the Admiralty, dated the 21st day of October, 1914, in the words following, viz. :

“Whereas by Section 3 of the Naval and Marine Pay and Pensions Act, 1865, it is enacted, *inter alia*, that all pay, pensions, or other allowances in the nature thereof, payable in respect of services in Your Majesty’s Naval or Marine Force to a person being or having been an Officer, Seaman, or Marine therein, shall be paid in such manner, and subject to such restrictions, conditions, and provisions, as are from time to time directed by Order in Council :

“And whereas by Orders in Council bearing dates the 28th day of March, 1903, the 1st day of August, 1908, and the 13th day of June, 1913, rates of pay were sanctioned for Officers of Your Majesty’s Royal Marine Force :

“And whereas Your Majesty, by Your Warrant bearing date the 21st day of December, 1913, was pleased to approve of certain additions to the pay of Officers of Your Majesty’s Army :

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“ And whereas we are of opinion that corresponding additions should be made to the pay of Officers of certain ranks in the Royal Marines who entered prior to the 1st January, 1912 :

“ We beg leave humbly to recommend that Your Majesty may be graciously pleased, by Your Order in Council, to sanction the grant of increases of pay to the Officers in question, as indicated in the annexed Schedule, with effect as from the 1st day of January, 1914.

“ The Lords Commissioners of Your Majesty’s Treasury have signified their concurrence in this proposal.”

SCHEDULE.

Ranks.	Present Rates per Day.			Revised Rates per Day.		
	Ashore.		Afloat.	Ashore.		Afloat.
	R.M.A.	R.M.L.I.	R.M.A. and R.M.L.I.	R.M.A.	R.M.L.I.	R.M.A. and R.M.L.I.
	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>
Lieutenant-Colonel :						
After 4 years’ seniority	22 6	22 6	—	26 0	26 0	—
“ 2 ” ”	21 9	21 9	—	24 0	24 0	—
“ 2 ” ”	21 0	21 0	—	22 0	22 0	—
Majors :						
After 6 years’ seniority	18 6	18 6	20 0	18 6	18 6	20 0
“ 4 ” ”	18 0	18 0	19 0	18 0	18 0	19 0
“ 2 ” ”	17 6	17 6	18 0	17 6	17 6	18 0
“ 2 ” ”	16 1	15 7	17 0	16 1	16 1	17 0
Captain :						
After 14 years’ seniority	15 7	15 1	16 0	15 7	15 7	16 0
“ 11 ” ”	15 1	14 7	15 6	15 1	15 1	15 6
“ 8 ” ”	14 7	14 1	15 0	—	—	—
“ 5 ” ”	13 1	12 7	13 6	14 7	14 7	15 0
“ 3 ” ”	—	—	—	13 7	13 7	14 0
“ 2 ” ”	—	—	13 0	—	—	—
“ 2 ” ”	—	—	12 6	—	—	—
After 1 year’s	12 7	12 1	—	12 7	12 1	13 0
Under 1 ” ”	12 1	11 7	—	12 1	11 7	12 6
Lieutenant :						
After 6 years’ seniority	—	—	10 0	9 0	9 0	10 0
“ 3 ” ”	7 5	7 0	—	7 5	7 0	—
“ 3 ” ”	6 4	5 11	—	6 4	5 11	—

His Majesty, having taken the said Memorial into consideration, was pleased, by and with the advice of His

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Privy Council, to approve of what is therein proposed. And the Right Honourable the Lords Commissioners of the Admiralty are to give the necessary directions herein accordingly.

ADMIRALTY NOTICE TO MARINERS RELATING TO THAMES NAVIGATION.

THE Secretary of the Admiralty makes the following communication : *Times.*
Oct. 28
1914.

Until further notice all traffic into and out of the Thames must pass through the Edinburgh channels or through the Black Deep south of the Knock John and Knob buoys, and through Oaze Deep.

All other channels are closed.

No vessels may remain under way inside Sunk Head buoy, or inside of the line joining S. Long Sand and East Shingles buoys, at night between the hours of 7 p.m. and 6 a.m.

Vessels at anchor within the above-mentioned limits must not show any lights at night between the hours of 7 p.m. and 6 a.m.

GERMAN MINES OFF NORTH OF IRELAND.

From the Senior Naval Officer at Liverpool.

I HAVE been instructed by the Admiralty to warn shipping passing round the North of Ireland of the fact that German mines have been laid in these waters. Shipping should therefore not pass within sixty miles of Tory Island. *Times,*
Oct. 28,
1914.

REVISED LIST OF CONTRABAND.

BY THE KING.

A PROCLAMATION REVISING THE LIST OF CONTRABAND OF WAR.

GEORGE R.I.

WHEREAS on the fourth day of August, 1914, We did issue Our Royal Proclamation specifying the articles which it was Our intention to treat as contraband of war during the war between Us and the German Emperor ; and *L.G.*

Whereas on the twelfth day of August, 1914, We did by Our Royal Proclamation of that date extend Our Proclamation aforementioned to the war between Us and the Emperor of Austria, King of Hungary ; and

Whereas on the twenty-first day of September, 1914, We did by Our Royal Proclamation of that date make certain additions to the list of articles to be treated as contraband of war ; and

Whereas it is expedient to consolidate the said lists and to make certain additions thereto :

Now, therefore, We do hereby declare, by and with the advice of Our Privy Council, that the lists of contraband contained in the schedules to Our Royal Proclamations of the fourth day of August and the twenty-first day of September aforementioned are hereby withdrawn, and that in lieu thereof during the continuance of the war or until We do give further public notice the articles enumerated in Schedule I hereto will be treated as absolute contraband, and the articles enumerated in Schedule II hereto will be treated as conditional contraband.

SCHEDULE I.

1. Arms of all kinds, including arms for sporting purposes, and their distinctive component parts.
2. Projectiles, charges, and cartridges of all kinds, and their distinctive component parts.
3. Powder and explosives specially prepared for use in war.
4. Sulphuric acid.
5. Gun mountings, limber boxes, limbers, military wagons, field forges and their distinctive component parts.
6. Range-finders and their distinctive component parts.
7. Clothing and equipment of a distinctively military character.
8. Saddle, draught, and pack animals suitable for use in war.
9. All kinds of harness of a distinctively military character.
10. Articles of camp equipment and their distinctive component parts.
11. Armour plates.
12. Hæmatite iron ore and hæmatite pig iron.
13. Iron Pyrites.
14. Nickel ore and nickel.

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15. Ferrochrome and chrome ore.
16. Copper, unwrought.
17. Lead, pig, sheet, or pipe.
18. Aluminium.
19. Ferro-silica.
20. Barbed wire, and implements for fixing and cutting the same.
21. Warships, including boats and their distinctive component parts of such a nature that they can only be used on a vessel of war.
22. Aeroplanes, airships, balloons, and aircraft of all kinds, and their component parts, together with accessories and articles recognisable as intended for use in connection with balloons and aircraft.
23. Motor vehicles of all kinds and their component parts.
24. Motor tyres ; rubber.
25. Mineral oils and motor spirit, except lubricating oils.
26. Implements and apparatus designed exclusively for the manufacture of munitions of war, for the manufacture or repair of arms, or war material for use on land and sea.

SCHEDULE II.

1. Foodstuffs.
2. Forage and feeding stuffs for animals.
3. Clothing, fabrics for clothing, and boots and shoes suitable for use in war.
4. Gold and silver in coin or bullion ; paper money.
5. Vehicles of all kinds, other than motor vehicles, available for use in war, and their component parts.
6. Vessels, craft, and boats of all kinds ; floating docks, parts of docks, and their component parts.
7. Railway materials, both fixed and rolling stock, and materials for telegraphs, wireless telegraphs, and telephones.
8. Fuel, other than mineral oils. Lubricants.
9. Powder and explosives not specially prepared for use in war.
10. Sulphur.
11. Glycerine.
12. Horseshoes and shoeing materials.
13. Harness and saddlery.

14. Hides of all kinds, dry or wet ; pigskins, raw or dressed ; leather, undressed or dressed, suitable for saddlery, harness, or military boots.

15. Field glasses, telescopes, chronometers, and all kinds of nautical instruments.

Given at Our Court at *Buckingham Palace*, this Twenty-ninth day of October, in the year of our Lord one thousand nine hundred and fourteen, and in the Fifth year of Our Reign.

MODIFICATION OF THE DECLARATION OF LONDON
AND OF THE ORDER IN COUNCIL OF AUGUST 20th,
1914.

At the Court at *Buckingham Palace*,
The 29th day of October, 1914.

PRESENT,

The KING'S Most Excellent Majesty in Council.

L.G. WHEREAS by an Order in Council dated the 20th day of August, 1914, His Majesty was pleased to declare that, during the present hostilities, the Convention known as the Declaration of London should, subject to certain additions and modifications therein specified, be adopted and put in force by His Majesty's Government ; and

Whereas the said additions and modifications were rendered necessary by the special conditions of the present war ; and

Whereas it is desirable and possible now to re-enact the said Order in Council with amendments in order to minimise, so far as possible, the interference with innocent neutral trade occasioned by the war :

Now, therefore, His Majesty, by and with the advice of His Privy Council, is pleased to order, and it is hereby ordered, as follows :—

1. During the present hostilities the provisions of the Convention known as the Declaration of London shall, subject to the exclusion of the lists of contraband and non-contraband, and to the modifications hereinafter set out, be adopted and put in force by His Majesty's Government.

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The modifications are as follows :

(i.) A neutral vessel, with papers indicating a neutral destination, which, notwithstanding the destination shown on the papers, proceeds to an enemy port, shall be liable to capture and condemnation if she is encountered before the end of her next voyage.

(ii.) The destination referred to in Article 33 of the said Declaration shall (in addition to the presumptions laid down in Article 34) be presumed to exist if the goods are consigned to or for an agent of the enemy State.

(iii.) Notwithstanding the provisions of Article 35 of the said Declaration, conditional contraband shall be liable to capture on board a vessel bound for a neutral port if the goods are consigned "to order," or if the ship's papers do not show who is the consignee of the goods or if they show a consignee of the goods in territory belonging to or occupied by the enemy.

(iv.) In the cases covered by the preceding paragraph (iii.) it shall lie upon the owners of the goods to prove that their destination was innocent.

2. Where it is shown to the satisfaction of one of His Majesty's Principal Secretaries of State that the enemy Government is drawing supplies for its armed forces from or through a neutral country, he may direct that in respect of ships bound for a port in that country, Article 35 of the said Declaration shall not apply. Such direction shall be notified in the *London Gazette*, and shall operate until the same is withdrawn. So long as such direction is in force, a vessel which is carrying conditional contraband to a port in that country shall not be immune from capture.

3. The Order in Council of the 20th August, 1914, directing the adoption and enforcement during the present hostilities of the Convention known as the Declaration of London, subject to the additions and modifications therein specified, is hereby repealed.

4. This Order may be cited as "The Declaration of London Order in Council, No. 2, 1914."

And the Lords Commissioners of His Majesty's Treasury, the Lords Commissioners of the Admiralty, and each of His Majesty's Principal Secretaries of State, the President of the Probate, Divorce, and Admiralty Division of the High Court

of Justice, all other Judges of His Majesty's Prize Courts, and all Governors, Officers, and Authorities whom it may concern, are to give the necessary directions herein as to them may respectively appertain.

Foreign Office, November 20, 1914.

L.G.,
Nov. 24,
1914.

The Secretary of State for Foreign Affairs has been informed by His Majesty's Ambassador in France that the President of the French Republic has issued a Decree of identical effect with His Majesty's Order in Council and Proclamation, both of the 29th ultimo, setting forth the modifications subject to which the Declaration of London will be adhered to and put in force by His Majesty's Government during the present hostilities and revising the list of contraband of war.

NAVY SEPARATION ALLOWANCES.

At the Court at *Buckingham Palace*,
The 29th day of October, 1914.

PRESENT,

The KING'S Most Excellent Majesty in Council.

L.G.

WHEREAS there was this day read at the Board a Memorial from the Right Honourable the Lords Commissioners of the Admiralty, dated the 20th day of October, 1914, in the words following, viz. :

“Whereas by Section 3 of the Naval and Marine Pay and Pensions Act, 1865, it is enacted, *inter alia*, that all pay, pensions, or other allowances in the nature thereof, payable in respect of services in Your Majesty's Naval or Marine Force to a person being or having been an Officer, Seaman, or Marine therein, shall be paid in such manner, and subject to such restrictions, conditions, and provisions, as are from time to time directed by Order in Council :

“And whereas we consider it desirable that Separation Allowances should be paid during the period of the present War to the wives and in respect of the children of Seamen, Marines, and Reservists borne on the books of Your Majesty's

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Ships, and to other persons who are in fact dependent upon them :

“ We beg leave humbly to recommend that Your Majesty may be graciously pleased, by Your Order in Council, to sanction payment of such allowances at rates not exceeding those set forth in the following Schedule, to take effect from the 1st day of October, 1914.

“ The Lords Commissioners of Your Majesty’s Treasury have signified their concurrence in this proposal.

“ SCHEDULE.

“ SCALE OF NAVY SEPARATION ALLOWANCES.

Sailor.	Marine on Ship's Books.	Wife. Per week	Children. Per week.	Motherless Children. Per week.
Class I. : Ordinary Seaman Able Seaman .. Leading Seaman 2nd Class Petty Officer and equivalent ratings.	Private Corporal Sergeant and equivalent ranks.	6s.	1st child, 2s. 2nd child, 2s. Subsequent children, 1s. each.	3s. each.
Class II. : Petty Officer .. Petty Officer, 1st Class and equivalent ratings.	Colour-Sergeant and equivalent ranks.	7s.	Ditto.	Ditto.
Class III. : Chief Petty Officer and equivalent ratings.	Quartermaster Sergeant and Staff Sergeant.	8s.	Ditto.	Ditto.
Class IV.	Warrant Officer ..	9s.	Ditto.	Ditto.

“ Payment in respect of children to be made for boys under 14 and girls under 16 years of age.

“ Families now residing within the London Postal area to receive an additional allowance of 3s. 6d. a week.”

His Majesty, having taken the said Memorial into consideration, was pleased, by and with the advice of His Privy Council, to approve of what is therein proposed. And the Right Honourable the Lords Commissioners of the Admiralty are to give the necessary directions herein accordingly.

OPERATIONS ON THE BELGIAN COAST.

Admiralty, October 29.

Times,
Oct. 30,
1914.

YESTERDAY and the day before the enemy brought up heavy guns, and replied vigorously to the fire of Admiral Hood's ships. The vessels only received trifling structural damage.

To-day the opposition from the shore has practically ceased, and the preponderance of the naval gunnery seems to be established.

The casualties have been very slight throughout, but one shell exploding on the destroyer *Falcon* killed one officer and eight men, and wounded one officer and fifteen men. One killed and several wounded are also reported from the *Brilliant*, and eight wounded in *Rinaldo*. A full list will be published as soon as possible.

The enemy's submarines have also been reported seeking opportunity to attack the bombarding ships, which are covered by British destroyers.

ADMIRAL HOOD'S REPORT.

Admiralty, April 13.

Times,
April 13,
1915.

THE following despatch has been received from Rear-Admiral the Hon. Horace L. A. Hood, C.B., M.V.O., D.S.O., reporting the proceedings of the flotilla off the coast of Belgium between October 17th and November 9th, 1914 :

Office of Rear Admiral, Dover Patrol,

November 11, 1914.

SIR,—I have the honour to report the proceedings of the flotilla acting off the coast of Belgium, between October 17th and November 9th.

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The flotilla was organised to prevent the movement of large bodies of German troops along the coast roads from Ostend to Nieuport, to support the left flank of the Belgian Army, and to prevent any movement by sea of the enemy's troops.

Operations commenced during the night of October 17th, when the *Attentive*, flying my flag, accompanied by the monitors *Severn*, *Humber*, and *Mersey*, the light cruiser *Foresight*, and several torpedo-boat destroyers, arrived and anchored off Nieuport Pier.

Early on the morning of October 18th information was received that German infantry were advancing on Westende village, and that a battery was in action at Westende Bains. The flotilla at once proceeded up past Westende and Middlekirke to draw the fire and endeavour to silence the guns.

A brisk shrapnel fire was opened from the shore, which was immediately replied to, and this commenced the naval operations on the coast which continued for more than three weeks without intermission.

During the first week the enemy's troops were endeavouring to push forward along the coast roads, and a large accumulation of transport existed within reach of the naval guns.

On October 18th machine-guns from the *Severn* were landed at Nieuport to assist in the defence, and Lieutenant E. S. Wise fell, gallantly leading his men.

The *Amazon*, flying my flag, was badly holed on the waterline and was sent to England for repairs, and during these early days most of the vessels suffered casualties, chiefly from shrapnel shell from the field guns of the enemy.

The presence of the ships on the coast soon caused alterations in the enemy's plans, less and less of their troops were seen, while more and more heavy guns were gradually mounted among the sand dunes that fringe the coast.

It soon became evident that more and heavier guns were required in the flotilla. The Scouts therefore returned to England, while H.M.S. *Venerable* and several older cruisers, sloops and gunboats arrived to carry on the operations.

Five French torpedo-boat destroyers were placed under my orders by Admiral Favereau, and on October 30th I had the honour of hoisting my flag in the *Intrépide*, and leading the French flotilla into action off Lombartzyde. The greatest harmony and enthusiasm existed between the Allied flotillas.

As the heavier guns of the enemy came into play it was inevitable that the casualties of the flotilla increased, the most important being the disablement of the 6-in. turret and several shots on the waterline of the *Mersey*, the death of the Commanding Officer and eight men, and the disablement of sixteen others in the *Falcon*, which vessel came under a heavy fire when guarding the *Venerable* against submarine attack; the *Wildfire* and *Vestal* were badly holed, and a number of casualties caused in the *Brilliant* and *Rinaldo*.

Enemy submarines were seen and torpedoes were fired, and during the latter part of the operations the work of the torpedo craft was chiefly confined to the protection of the larger ships.

It gradually became apparent that the rush of the enemy along the coast had been checked, that the operations were developing into a trench warfare, and that the work of the flotilla had, for the moment, ceased.

The arrival of Allied reinforcements and the inundation of the country surrounding Nieupoort rendered the further presence of the ships unnecessary.

The work of the squadron was much facilitated by the efforts of Colonel Bridges, attached to the Belgian Headquarters, and to him I am greatly indebted for his constant and unflinching support.

I would like especially to bring to your notice :

Capitaine de Fregate Richard, of the *Dunois*, Senior Officer of the French flotilla, whose courtesy and gallantry assisted to make the operations a success.

Captain C. D. Johnson, M.V.O., in charge of 6th Destroyer Flotilla.

Commander Eric J. A. Fullerton, in command of the monitors, whose ships were constantly engaged in the inshore fighting.

Commander A. D. M. Cherry, of the *Vestal*, who commanded the sloops, which were constantly engaged for the whole period. He remained in command of the flotilla after my departure on November 7th, and continued the bombardment on November 8th, returning to England the next day.

Commander H. C. Halahan, of the *Bustard*, whose gunboat was constantly in action close to the shore.

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Commander A. L. Snagge, of the *Humber*.

Commander H. G. L. Oliphant, of the *Amazon*.

Lieutenant-Commander R. A. Wilson, of the *Mersey*.

Lieutenant-Commander G. L. D. Gibbs, of the *Crusader*, in which ship my flag was hoisted during most of the operations.

Lieutenant-Commander J. B. Adams, R.N.R., on my staff.

Lieutenant H. O. Wauton, of the *Falcon*, who maintained his position in a heavy fire on the look-out for submarines, and was unfortunately killed.

Lieutenant H. O. Joyce, of the *Vestal*, who was badly wounded by a shell, but rallied his men to attend to the wounded, and then got his gun again into action.

Sub-Lieutenant C. J. H. DuBoulay, of the *Falcon*, who took command of his ship after the Captain and twenty-four men were killed and wounded.

Petty Officer Robert Chappell, O.N. 207788, of the *Falcon*, who, though both legs were shattered and he was dying, continued to try and assist in the tending of the wounded. He shortly afterwards died of his wounds.

Petty Officer Fredk. William Motteram, of the *Falcon*, O.N. 183216, for immediate attention to the wounded under fire on October 28th.

Able Seaman Ernest Dimmock, of the *Falcon*, O.N. 204549, who directly the casualties occurred in *Falcon*, finding himself the only person unwounded on deck, went immediately to the helm and conned the ship.

Herbert Edward Sturman, of the *Mersey*, Boy, 1st class O.N.J. 24887, who, when wounded by shrapnel, continued to serve the guns.

Leading Seaman John Thos. Knott, O.N.J. 1186, of the *Brilliant*, who, when all men at his gun being killed or wounded, and himself severely wounded, endeavoured to fight his gun.

COOLNESS UNDER FIRE.

The following are specially recommended by their Commanding Officers for their good behaviour and coolness under fire :

Chief Engine Room Artificer William Ernest Brading, of the *Falcon*, O.N. 268579.

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Private R.M.L.I. Alfred J. Foster, of the *Brilliant*, O.N. Ch. 10605.

Petty Officer Sydney Edric Murphy, of the *Mersey*, O.N. 190841.

Petty Officer Henry Sayce, of the *Mersey*, O.N. 132956.

Herbert Edward Sturman (Boy), of the *Mersey*, O.N.J. 24887.

Leading Signalman Cyril Henry Swan, of the *Sirius*, R.F.R., O.N. 230592.

Petty Officer James Weatherhead, of the *Rinaldo*, O.N. 127747.

Leading Seaman John Keane, of the *Rinaldo*, O.N. 204128.

Private R.M.L.I. Joseph Martin, of the *Humber* (who landed with Marine detachment), O.N. Ch. 15582.

Stoker, 1st, Samuel Johnston, of the *Humber*, O.N. Ch. 282822 (R.F.R. Ch.B. 4090).

Petty Officer Robt. Frederick Jennings, of the *Vestal*, O.N. 157343 (R.F.R. Po. B. 1481).

Petty Officer Charles Henry Sutton, of the *Vestal*, O.N. 158086.

Leading Seaman Frederick Stanley Woodruff, of the *Vestal*, O.N. 237062.

Able Seaman William Chapman, of the *Vestal*, O.N. 183312 (R.F.R. Po. B. 1666).

Officer's Steward James Whiteman, of the *Vestal*, O.N. L. 1275.

I beg to append a list of the vessels engaged.

I have the honour to be, Sir,

Your obedient servant,

HORACE HOOD,

Rear-Admiral, Dover Patrol.

The Secretary of the Admiralty.

Enclosure to Rear-Admiral Hood's despatch of November 11 :

LIST OF SHIPS WHICH TOOK PART IN OPERATIONS OFF BELGIAN COAST.

Venerable (Captain V. H. G. Bernard).

Attentive (Captain C. D. Johnson, M.V.O.).

Foresight (Captain H. N. Garnett).

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- Brilliant* (Captain (ret.) H. Christian).
Sirius (Commander (ret.) W. H. Boys).
Severn (Commander E. J. A. Fullerton).
Humber (Commander A. L. Snagge).
Mersey (Lieut.-Commander R. A. Wilson).
Vestal (Commander A. D. M. Cherry).
Rinaldo (Commander H. J. Kennard).
Wildfire (Commander E. Altham).
Bustard (Commander H. C. Halahan).
Excellent (Lieut.-Commander (ret.) E. A. Digby).
Crane (Commander R. H. Copping).
Falcon (Lieutenant H. O. Wauton (killed)).
Flirt (Lieutenant H. S. Braddyll).
Mermaid (Lieutenant P. R. P. Percival).
Myrmidon (Lieut.-Commander (ret.) R. H. B. Hammond-Chambers).
Racehorse (Lieutenant E. P. U. Pender).
Syren (Commander T. C. H. Williams).
Amazon (Commander H. G. L. Oliphant).
Cossack (Lieut.-Commander G. C. Harrison).
Crusader (Lieut.-Commander G. L. D. Gibbs).
Maori (Lieut.-Commander B. W. Barrow).
Mohawk (Commander E. R. G. R. Evans, C.B.).
Hazard (Commander N. E. Archdale).
Nubian (Commander C. E. Cundall).
Viking (Lieutenant J. P. Gibbs).
 Submarine C 32 (Lieut.-Commander V. V. Layard).
 Submarine C 34 (Lieut.-Commander J. F. Hutchings).
Dunots (Capitaine de fregate Richard).
Capitaine Mehl (Lieutenant de vaisseau Rossignal).
Françs-Garnier (Lieutenant de vaisseau de Pianelli).
Intrépide (Lieutenant de vaisseau Vaudier).
Aventurier (Lieutenant de vaisseau Semichon).
-

RESIGNATION OF PRINCE LOUIS OF BATTENBERG.

Times,
Oct. 30,
1914.

THE following statement has been issued by the Secretary to the Admiralty :

H.S.H. Admiral Prince Louis of Battenberg was received by His Majesty on resigning the appointment of First Sea Lord.

His Majesty has directed that Prince Louis be sworn of the Privy Council.

The following correspondence has passed between H.S.H. Admiral Prince Louis of Battenberg and the First Lord of the Admiralty :

October 28, 1914.

DEAR MR. CHURCHILL,—I have lately been driven to the painful conclusion that at this juncture my birth and parentage have the effect of impairing in some respects my usefulness on the Board of Admiralty. In these circumstances I feel it to be my duty, as a loyal subject of His Majesty, to resign the office of First Sea Lord, hoping thereby to facilitate the task of the administration of the great Service, to which I have devoted my life, and to ease the burden laid on H.M. Ministers.—I am, yours very truly,

LOUIS BATTENBERG,
Admiral.

October 29, 1914.

MY DEAR PRINCE LOUIS,—This is no ordinary war, but a struggle between nations for life or death. It raises passions between races of the most terrible kind. It effaces the old landmarks and frontiers of our civilisation.

I cannot further oppose the wish you have during the last few weeks expressed to me to be released from the burden of responsibility which you have borne thus far with so much honour and success. The anxieties and toils which rest upon the naval administration of our country are in themselves enough to try a man's spirit ; and when to them are added the ineradicable difficulties of which you speak, I could not at this juncture in fairness ask you to support them.

The Navy of to-day, and still more the Navy of to-morrow, bears the imprint of your work. The enormous impending influx of capital ships, the score of 30-knot cruisers, the

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destroyers and submarines unequalled in modern construction which are coming now to hand, are the results of labours which we have had in common, and in which the Board of Admiralty owe so much to your aid.

The first step which secured the timely concentration of the Fleet was taken by you.⁽¹⁾

⁽¹⁾[See p. 4.]

I must express publicly my deep indebtedness to you, and the pain I feel at the severance of our three years' official association. In all the circumstances you are right in your decision. The spirit in which you have acted is the same in which Prince Maurice of Battenberg has given his life to our cause, and in which your gallant son is now serving in the Fleet.

I beg you to accept my profound respect and that of our colleagues on the Board.

I remain,

Yours very sincerely,

WINSTON S. CHURCHILL.

MESSAGE FROM THE FLEET TO PRINCE LOUIS OF
BATTENBERG.

THE Secretary of the Admiralty announces that the *Times*, Commander-in-Chief, Home Fleets, has addressed the follow-^{Nov. 3,} ing telegram to Admiral His Serene Highness Prince Louis of ^{1914.} Battenberg:

Have received with the most profound sorrow the information contained in your telegram. The whole Fleet will learn the news when published with the deepest possible regret. We look to you with the greatest loyalty, respect, and gratitude, for the work you have accomplished for the Navy.

THE NEW FIRST SEA LORD.

October 31.

THE Secretary of the Admiralty makes the following *Times*,^{Nov. 1,} announcement:

The King has approved the appointment of Admiral ^{1914.} of the Fleet Lord Fisher of Kilverstone, G.C.B., O.M., G.C.V.O., LL.D., to be First Sea Lord of the Admiralty in succession to Admiral H.S.H. Prince Louis of Battenberg.

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NEW BOARD OF ADMIRALTY WITH LORD
FISHER AS FIRST SEA LORD.

Crown Office, October 30, 1914.

L.G.,
Oct. 30,
1914.

THE King has been pleased by Letters Patent under the Great Seal, bearing date the 30th inst., to appoint

The Right Honourable Winston Leonard Spencer-Churchill,

Admiral of the Fleet John Arbuthnot Lord Fisher of Kilverstone, G.C.B., O.M., G.C.V.O.,

Vice-Admiral Sir Frederick Tower Hamilton, K.C.B., C.V.O.,

Rear-Admiral Frederick Charles Tudor Tudor, C.B.,
Captain Cecil Foley Lambert,

The Right Honourable George Lambert, and

The Right Honourable Sir Francis John Stephens
Hopwood, G.C.M.G., K.C.B.,

to be Commissioners for executing the Office of Lord High Admiral of the United Kingdom of Great Britain and Ireland, &c.

[The issue of this new Patent was due to the resignation of Prince Louis of Battenberg and the appointment of Lord Fisher of Kilverstone to succeed him as First Sea Lord. There was no other change in the composition of the Board.]

TURKISH OPERATIONS IN THE BLACK SEA.

K.V.,
Oct. 30,
1914.

THE Petrograd Telegraph Agency reports that between 9.30 and 10.30 yesterday morning a three-funnelled Turkish war vessel bombarded the railway station and town of Theodosia, damaging the Cathedral, the Greek Church, and the granary near the harbour, and the mole. One soldier was wounded. The branch of the Russian Bank for Foreign Trade was set on fire. The war vessel then sailed away in a south-westerly direction. The Turkish cruiser *Hamidieh* arrived at Novorossisk and demanded the surrender of the town under penalty of bombardment. The Turkish Consul and his staff were arrested and the cruiser disappeared.

Times,
Oct. 31,
1914.

Amsterdam, October 30.

An official communiqué issued in Constantinople and published by the Berlin *Mittags Zeitung* states that Russian

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torpedo boats attempted to prevent the Turkish Fleet from leaving the Bosphorus for the Black Sea. The Turkish ships opened fire and sank two of the Russian vessels. More than thirty Russian sailors were saved by the Turkish ships and were made prisoners. The Turkish Fleet suffered no loss.—*Reuter.*

Constantinople, October 31.

The armoured cruiser *Sultan Selim* [formerly *Goeben*] *K.V.* has sunk a Russian ship laden with 300 mines and has heavily damaged a collier as well as a Russian gunboat. It has also successfully bombarded Sebastopol. The cruiser *Midilli* [formerly *Breslau*] has destroyed the petroleum and grain depots at Naruski, and sunk fourteen transport steamers. The torpedo boat destroyer *Berc-i-Satwet* has destroyed the wireless telegraph station in Novorossisk. The *Jadig-hiar-i-millet* has sunk a Russian gunboat. The *Muavenet-i-Millije* damaged another ship of the same class. In Odessa the petroleum tanks and five Russian ships have been damaged.

The cruiser *Hamidije* has bombarded Theodosia and has sunk a transport vessel at Kertsch.

Constantinople, October 31.

A small part of the Turkish Fleet in the Black Sea on Thursday sunk the Russian mine-layer *Prut* (5,000 tons), which had on board seven hundred mines, damaged a Russian torpedo boat, and seized a collier. A torpedo fired from a Turkish torpedo boat sunk the Russian destroyer *Kubanetz*. The *Muavenet-i-Millije* torpedoed another Russian coastguard ship, which was severely damaged. Three Russian officers and seventy-two sailors were saved by us and imprisoned. The Turkish Fleet suffered no loss, and the battle is being successfully continued.

Press Bureau, November 3.

A telegram has been received from His Majesty's Ambassador at Petrograd stating that the British Vice-Consul at Novorossisk has reported that on October 30th, two Turkish cruisers bombarded that port and that the British steamer *Friederika* was burnt and scuttled.

Times,
Nov. 3,
1914.

Petrograd, November 2.

The following telegram, received from the Grand Vizier, was read to M. Sazonof, the Minister for Foreign Affairs, yesterday by the Ottoman *Chargé d'Affaires* :

“Convey to M. Sazonof, Minister for Foreign Affairs, our deep regret at the rupture of good relations between the two Powers, which has been caused by the hostile act of the Russian Fleet. You can assure the Imperial Russian Government that the Sublime Porte will not fail to give an opportune solution to this question, and will take all measures to prevent any repetition of such incidents. You can declare to the Minister for Foreign Affairs that the Ottoman Government has decided to forbid the Turkish Fleet to enter the Black Sea, and we hope in our turn that the Russian Fleet will not cruise near our littoral.

“In the interests of the two countries I firmly hope that the Imperial Russian Government will show in this affair the same spirit of conciliation.”

C.O.,
Nov. 7,
1914.

On October 29th, without motive, and without anything to show that such action was pending, three Turkish torpedo craft appeared suddenly before Odessa. In that port they sank the Russian gunboat *Donetz* and fired on the French packet *Portugal*, killing two persons on board. The same day the cruisers *Breslau* and *Hamidieh* bombarded several commercial ports in the Black Sea including Novorossisk and Theodosia. In the forenoon of October 30th the *Goeben* bombarded Sebastopol without causing any serious damage. By way of reprisals the Franco-British squadron in the Eastern Mediterranean carried out a demonstration against the forts at the entrance to the Dardanelles at daybreak on November 3rd. The forts Holas [Helles] and Kum-Kalesi were fired at successfully. They replied, but their fire was badly directed and none of the Allied vessels were struck.

THE “EMDEN” SINKS THE “JEMCHUG.”

Petrograd, October 30.

THE Russian Admiralty has received the following details regarding the sinking of the cruiser *Jemchug* at Penang :

The *Emden* approached the patrol vessels on October 28th at five o'clock in the morning, carrying a fourth sham funnel.

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The patrol boats took her for a vessel belonging to the Allied Fleet. The *Emden* then approached the *Jemchug* at full speed, and opened fire with a torpedo, which exploded near the *Jemchug's* bow. The latter returned the fire, but the *Emden* fired a second torpedo, which sank the cruiser. Eighty-five of the crew perished. Of two hundred and fifty men saved, one hundred and twelve are wounded.—*Reuter*.

WORK OF THE FRENCH NAVY.

October 30.

BESIDES co-operating with the Allied Fleets in maintaining a blockade of the German Fleet, guarding trade routes, &c., the French Navy is contributing usefully to the success of the Allied arms on land by supplying men and material.

The naval units now at the front include Marine Fusiliers, a maxim section, a regiment of marine gunners, machine-gun sections and searchlights mounted on motor cars, and a river flotilla. The Marine Fusiliers and the maxim section have just distinguished themselves at Dixmude, on the right wing of the Belgian Army. The naval gunners with their guns are successfully co-operating in the defence of the eastern fortresses, while the machine-gun motors which are distributed throughout the army have exhibited great activity and efficiency.

Numbers of sailors have been sent to reinforce the regimental depots and they will be joined by all naval reservists not required on merchant ships. A part of the *personnel* of the Naval Flying Corps and a number of engineers and workmen have also been placed at the disposition of the Ministry of War.—*Reuter*.

LOSS OF THE "HERMES."

Admiralty, October 31, 1914.

THE old cruiser *Hermes*, Captain C. R. Lambe, which had been recently used as a seaplane-carrying ship, was sunk to-day by a torpedo fired by a German submarine in the Straits of Dover as she was returning from Dunkirk.

Nearly all the officers and crew were saved, but the exact loss cannot be ascertained until the men are mustered. The loss of the vessel is of small military significance.

The *Venerable*, Captain V. H. G. Bernard, has been in action again all day in support of the Belgian left, aided by the gunboats and flotillas. This is now the fourteenth day of the naval bombardment.

Berlin, November 2.

K.V. The unofficial report concerning the destruction of the English cruiser *Hermes* by a German submarine can now be officially confirmed. The submarine has returned in good condition.

BEHNCKE,
The Acting Chief of the Admiral Staff.

STATEMENT BY THE FOREIGN OFFICE WITH
RESPECT TO THE DETENTION OF AUSTRO-
HUNGARIAN MERCHANT SHIPPING.

Foreign Office, October 31, 1914.

NOTICE.

L.G. THE Secretary of State for Foreign Affairs has received information to satisfy him that British merchant ships, which cleared from their last port of departure before the outbreak of hostilities with Austria-Hungary, but have been, or may be, met with at sea by Austro-Hungarian ships of war after the outbreak of such hostilities, are to be detained during the war, or requisitioned in lieu of condemnation as prize, and he has accordingly addressed the undermentioned notification to the Lords Commissioners of the Admiralty.

*Sir Edward Grey to the Lords Commissioners of the
Admiralty.*

Foreign Office, October 31, 1914.

MY LORDS,

I HAVE the honour to state that information has reached me of a nature to satisfy me that British merchant ships, which

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cleared from their last port before the outbreak of hostilities with Austria-Hungary, but have been, or may be, met with at sea by Austro-Hungarian ships of war after the outbreak of such hostilities, are to be detained during the war, or requisitioned in lieu of condemnation as prize.

Austro-Hungarian merchant vessels therefore, which cleared from their last port before the declaration of war, and are captured after the outbreak of hostilities with Austria-Hungary and brought before British Prize Courts for adjudication, will be detained during the war, or requisitioned subject to indemnity.

I have, &c.,

E. GREY.

BOMBARDMENT OF TSINGTAU.

November 1.

THE Secretary of State for Foreign Affairs has received *P.B.* the following cablegram from the British Ambassador in Japan :

The Japanese War Department announces that the general bombardment of Tsingtau began at dawn to-day [October 31].

PROMOTIONS, APPOINTMENTS, HONOURS, AND REWARDS.

Admiralty, October 11.

THE Secretary of the Admiralty announces that the following appointments have been approved by the King :

Rear-Admiral Alexander Ludovic Duff, C.B., to be Rear-Admiral in the Fourth Battle Squadron.

Rear-Admiral the Hon. Horace Lambert Alexander Hood, C.B., M.V.O., D.S.O., to be Admiral in Command of the Dover Patrol.

Rear-Admiral Henry Francis Oliver, C.B., M.V.O., to be Naval Secretary to the First Lord of the Admiralty, in succession to Rear-Admiral Hood.

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ROYAL NAVAL RESERVE.

Admiralty, October 12, 1914.

In accordance with the provisions of His Majesty's Order in Council of December 16th, 1912, temporary Commissions in the Royal Naval Reserve have been issued as follows :

Commander : John L. Marx, M.V.O. (Admiral, retired).

Lieutenant-Commander : Ion Hamilton Benn, M.P.

DEPUTY JUDGE ADVOCATE OF THE FLEET.

Paymaster-in-Chief Frederick James Krabbé, C.B., R.N., has been re-appointed Deputy Judge Advocate of the Fleet during pleasure, as from the 21st day of December, 1913, under the terms of His Majesty's Order in Council, dated the 21st day of September, 1914.

ROYAL MARINE ARTILLERY.

Admiralty, October 13, 1914.

Lieutenant-General William Inglefield Eastman to be General, vice Bor.

Major-General Leonard Thales Pease to be Lieutenant-General, vice Eastman, promoted.

Colonel Commandant (temporary Brigadier-General) Harry Lynch Talbot to be Major-General, vice Pease, promoted.

Colonel Second Commandant (temporary Brigadier-General) Sir George Grey Aston, K.C.B., A.D.C., to be Colonel Commandant, with the temporary rank of Brigadier-General in command of the R.M.A. Division, vice Talbot, promoted.

Lieutenant-Colonel and Brevet Colonel (temporary Brigadier-General) Archibald Paris, C.B. (from Supplementary Half-pay List), to be Colonel Second Commandant, Supernumerary, whilst holding the appointment of Inspector of Recruiting, vice Aston, promoted.

Lieutenant-Colonel and Brevet-Colonel Gunning Morehead Campbell to be Colonel Second Commandant, vice Paris, Supernumerary.

Major and Brevet Lieutenant-Colonel Sydney Gaitskell to be Lieutenant-Colonel, vice Campbell, promoted.

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His Majesty the King has been pleased, on the recom-^{Times,} mendation of the President of the Board of Trade, to award Oct. 15, the Silver Medal for Gallantry in Saving Life at Sea to Mr. 1914. Thomas Neason Phillips, skipper of the trawler *Corlander*, of Lowestoft; Mr. George Edward Jacobs, skipper of the trawler *J.G.C.*, of Lowestoft; Mr. Roelof Pieter Voorman, master of the steamship *Flora*, of Amsterdam; and Mr. Johan Adam Berkhout, master of the steamship *Titan*, of Amsterdam, in recognition of their services in rescuing survivors of His Majesty's Ships *Aboukir*, *Cressy*, and *Hogue*, which were sunk by torpedoes in the North Sea on September 22nd.

The Mayor of Lowestoft yesterday presented monetary awards to Skipper Phillips, of the *Coriander*, and Skipper George Jacobs, of the *J.G.C.*, and the men of the respective crews. The Admiralty granted £200, and there were individual subscriptions amounting to £25. The total sum was apportioned in shares according to the rank of the crew, each skipper receiving over £34, and the men smaller amounts.

CENTRAL CHANCERY OF THE ORDERS OF
KNIGHTHOOD.

Lord Chancellor's Office, St. James's Palace,

October 21, 1914.

THE KING has been graciously pleased to give orders for the following appointment to the Most Honourable Order of the Bath, in recognition of the services of the undermentioned Officer mentioned in the foregoing despatches:

To be an Ordinary Member of the Military Division of the Third Class or Companion.

Captain Reginald Yorke Tyrwhitt (Commodore, Second Class), Royal Navy.

Admiralty, October 21, 1914.

THE KING has been graciously pleased to give orders for the following appointments to the Distinguished Service Order, and for the award of the Distinguished Service Cross (late Conspicuous Service Cross), in respect of the undermentioned Officers in recognition of their services mentioned in the foregoing despatches:

To be Companions of the Distinguished Service Order.

Captain William Frederick Blunt.
 Commander the Hon. Herbert Meade.
 Commander Frank Forester Rose.
 Commander Charles Rumney Samson.
 Lieutenant-Commander Max Kennedy Horton.
 Lieutenant Frederick Arthur Peere Williams-Freeman.
 Squadron-Commander Spenser Douglas Adair Grey.
 Flight-Lieutenant Reginald Lennox George Marix.
 Lieutenant Charles Herbert Collet, Royal Marine Artillery.

To receive the Distinguished Service Cross (late Conspicuous Service Cross).

Lieutenant Henry Edward Horan.
 Lieutenant Charles Manners Sutton Chapman.
 Lieutenant Charles Reid Peplow.
 Chief Gunner Ernest Roper.
 Gunner Robert Mitchell Taylor.
 Gunner James Douglas Godfrey.
 Gunner Harry Morgan.
 (Acting) Boatswain Charles Powell.

The following promotions in His Majesty's Fleet have been made in recognition of the services mentioned :

To be promoted to Commander.

Lieutenant-Commander Malcolm Lennon Goldsmith.
 Lieutenant-Commander Ernest William Leir.
 Lieutenant-Commander Cecil Ponsonby Talbot.

To be promoted to Lieutenant.

Sub-Lieutenant Clive Askew Robinson.
 Sub-Lieutenant George Haines Faulkner.

The following Officer has been noted for early promotion :
 Lieutenant-Commander Max Kennedy Horton.

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The following awards have also been made :

To receive the Conspicuous Gallantry Medal.

Ernest Randall Cremer, Able Seaman, O.N. 214235.

To receive the Distinguished Service Medal.

Ernest Edward Stevens, Chief Engine Room Artificer (1st Class), O.N. 269451.

Arthur Cecil Smith, Acting Chief Engine Room Artificer (2nd Class), O.N. 270627.

Albert Fox, Chief Yeoman of Signals, O.N. 194656.

Frederick William Walter Wrench, Chief Petty Officer, O.N. 158630.

George Henry Sturdy, Chief Stoker, O.N. 285547.

Edward Charles Taylor, Chief Stoker, O.N. 283225.

James William Armstrong, Engine Room Artificer (1st Class), O.N. 270451.

William Rochester Boiston, Engine Room Artificer (3rd Class), O.N. M. 1369.

James Samuel Beadle, Acting Chief Petty Officer, O.N. 171733.

Edward Naylor, Petty Officer, O.N. 189136.

Arthur Hiscock, Petty Officer, O.N. 191423.

Alfred George Antram, Petty Officer, O.N. 223207.

Harry Weate, Petty Officer, O.N. 174893.

Stephen Pritchard, Stoker Petty Officer, O.N. 285152.

Frederick Pierce, Stoker Petty Officer, O.N. 307943.

Alfred Britton, Stoker Petty Officer, O.N. 289893.

John Galvin, Stoker Petty Officer, O.N. 279946.

Arthur Fred Hayes, Armourer, O.N. 342026.

Frederick Charles Langridge, Stoker (1st Class), O.N. K. 6765.

Sam Palmer, Leading Seaman, O.N. 179529.

William Arthur McGill, Leading Seaman, O.N. 217484.

Albert Edmund Sellens, Able Seaman, O.N. 217245.

Henry Hurlock, Able Seaman, O.N. 238126.

Admiralty,

October 21st, 1914.

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DETENTIONS AND CAPTURES OF ENEMY SHIPS
OR CARGOES.

Saturday, October 3, 1914.

VESSELS DETAINED IN BRITISH PORTS OR CAPTURED AT SEA
BY HIS MAJESTY'S ARMED FORCES.

Foreign Office, October 2, 1914.

REVISED LIST OF VESSELS.

Name and Tonnage.	Nationality.	Where Detained.
<i>Adolf</i> (943)	German	Gibraltar.
<i>Adolf</i> (120)	German	Leith.
<i>Albert Clement</i> (1,165) ..	German	South Shields.
<i>Alesia</i> (5,144)	German	Rangoon.
<i>Alfa</i> (3,365)	Austrian	London.
<i>Alfred</i> (130)	German	Granton.
<i>Aline Woermann</i> (3,133) ..	German	*
<i>Altair</i> (3,220)	German	†
<i>Altje</i> (68)	German	Hull.
<i>Altona</i> (4,312)	German	Melbourne.
<i>Angela</i> (122)	German	Grangemouth.
<i>Apapa</i>	German	Nigeria.
<i>Apolda</i> (4,939)	German	Cape Town.
<i>Arnfield</i>	German	*
<i>Arzfels</i>	German	Port Adelaide.
<i>Athene</i> (2,470)	German	Sydney.
<i>Attila</i> (3,240)	Austrian	Kirkwall.
<i>Australia</i> (7,485)	German	Colombo.
<i>Behrend</i> (141)	German	Arbroath.
<i>Belgia</i> (8,132)	German	Newport, Mon.
<i>Bellas</i> (931)	German	Quebec.
<i>Berlin</i> (79)	German	Wick.
<i>Berlin</i> (4,196)	German	Sydney.
<i>Bethania</i> (7,548)	German	Kingston, Jamaica.
<i>Birkenfels</i> (5,639)	German	Cape Town.
<i>Bismarck</i>	German	South Africa.
<i>Blonde</i> (613)	German	London.
<i>Bolivar</i> (267)	German	Plymouth.

* Captured off the Cameroon River.

† Captured and taken into Port Soudan.

DOCUMENTARY HISTORY—NAVAL

REVISED LIST OF VESSELS—*continued.*

Name and Tonnage.	Nationality.	Where Detained.
<i>Braunjels</i> (5,554)	German	Karachi.
<i>Brema</i> (1,537)	German	Swansea.
<i>Cannstatt</i> (5,930)	German	Brisbane.
<i>Caracas</i> (503)	German	Falmouth.
<i>Carl</i> (1,993)	German	Cardiff.
<i>Carl Rudgert Vinnen</i> (2,903)	German	Newcastle, N.S.W.
<i>C. Ferd Laeisz</i> (4,931) ..	German	Hong Kong.
<i>Chile</i> (2,182)	German	Cardiff.
<i>Chow-Tai</i> (1,777)	German	Singapore.
<i>Comet</i> (1,471)	German	Seaham Harbour.
<i>Conrad</i> (164)	German	Invergordon.
<i>Daksa</i> (4,140)	Austrian	Gibraltar.
<i>Denebola</i> (1,481)	German	West Hartlepool.
<i>Diana</i> (1,208)	German	Nigeria.
<i>Drei Geschwister</i> (68) ..	German	Amble.
<i>Dryade</i> (1,831)	German	Warrington.
<i>Dr. Robitzsch</i> (202)	German	Aberdeen.
<i>Eduard</i> (476)	German	Liverpool.
<i>Elfrieda</i> (1,860)	German	Bristol.
<i>Elsbeth</i> (1,651)	German	Hong Kong.
<i>Else</i> (223)	German	Falmouth.
<i>Else Kunkel</i> (218)	German	Aberdeen.
<i>Emanuel</i> (141)	German	Amble.
<i>Emil</i>	German	*
<i>Emir</i> (5,514)	German	Gibraltar.
<i>Emma Minlos</i> (1,286) ..	German	Middlesbrough.
<i>Erica</i> (141)	German	Fowey.
<i>Erna Boldt</i> (1,731)	German	London.
<i>Erna Woermann</i> (5,528) ..	German	†
<i>Erymanthos</i> (2,934)	German	Malta.
<i>Erzherzog Franz Ferdinand</i> (6,105)	Austrian	Aden.
<i>Excelsior</i> (1,407)	German	Castletown (Bere- haven).
<i>Fiducia</i> (123)	German	Yarmouth.
<i>Frankenfels</i> (5,854)	German	Calcutta.
<i>Franz Fischer</i> (970)	German	Sharpness, Gloucester.
<i>Franz Horn</i> (1,314)	German	London.
<i>Freienfels</i> (5,633)	German	Calcutta.
<i>Frido</i> (92)	German	Leith.

* At Alexandria.

† Captured off the Cameroon River.

DOCUMENTARY HISTORY—NAVAL

[Oct]

REVISED LIST OF VESSELS—*continued.*

Name and Tonnage.	Nationality.	Where Detained.
<i>Frieda</i> (63)	German	Hull.
<i>Frisia</i> (4,997)	German	Hong Kong.
<i>Fritz</i> (2,191)	German	Falmouth.
<i>Furth</i> (4,229)	German	Colombo.
<i>Gebruder</i> (91)	German	Alloa.
<i>Gemma</i> (1,385)	German	Blyth.
<i>Georg</i> (945)	German	Gibraltar.
<i>George Harper</i> (1,612) ..	German	Grimsby.
<i>Gerhard</i> (167)	German	Boston, Lincs.
<i>Germania</i> (191)	German	Southampton.
<i>Germania</i> (1,096)	German	Sydney.
<i>Goldbek</i> (2,630)	German	Falmouth.
<i>Greifswald</i> (5,486)	German	Fremantle.
<i>Gria</i>	German	Sydney.
<i>Hamm</i> (4,598)	German	Cape Town.
<i>Hammelwarden</i> (87)	German	Aberdeen.
<i>Hanametal</i> (2,256)	German	Hong Kong.
<i>Hanna Larsen</i> (1,310) ..	German	Southampton.
<i>Hans Hemsoth</i> (2,487) ..	German	Blyth.
<i>Hans Jost</i> (954)	German	Grangemouth.
<i>Hans Leonhardt</i> (1,273) ..	German	London.
<i>Hans Woermann</i> (4,059) ..	German	*
<i>Heinrich</i> (75)	German	London.
<i>Heinz</i> (2,224)	German	Simons Town.
<i>Helgoland</i> (247)	German	Falmouth.
<i>Helmuth</i>	German	Zanzibar.
<i>Henriette Woermann</i> (2,426)	German	*
<i>Henry Furst</i> (1,498)	German	Newcastle-on-Tyne.
<i>Herbert Fischer</i> (938)	German	Poole.
<i>Hercules</i> (1,095)	German	Liverpool.
<i>Hermann</i> (65)	German	Dysart.
<i>Hessen</i> (5,099)	German	Melbourne.
<i>Hobart</i> (5,923)	German	Melbourne.
<i>Hornsund</i> (3,643)	German	Manchester.
<i>Horst Martini</i> (946)	German	Newport, Mon.
<i>Ida</i> (4,730)	Austrian	Quebec.
<i>Istria</i> (4,221)	German	†
<i>Izrada</i> (3,539)	Austrian	London.
<i>Jeannette Woermann</i> (2,229)	German	*
<i>Johanna</i> (223)	German	Falmouth.

* Captured off the Cameroon River.

† Captured and taken to Alexandria.

DOCUMENTARY HISTORY—NAVAL

REVISED LIST OF VESSELS—*continued.*

Name and Tonnage.	Nationality.	Where Detained.
<i>Karpat</i> (5,056)	Austrian	South Shields.
<i>Katharina</i> (126)	German	Dysart.
<i>Katharina</i> (137)	German	London.
<i>Kawak</i> (3,457)	German	Malta.
<i>Kostrena</i> (2,531)	Austrian	Weymouth.
<i>Kronprinzessin Cecilie</i> (8,684)	German	London.
<i>Kurmack</i> (5,137)	German	Calcutta.
<i>Lasca II.</i> (357)	German	Southampton.
<i>Leda</i> (6,766)	German	Bermuda.
<i>Levensau</i> (2,153)	German	Hull.
<i>Lina</i> (74)	German	Burntisland.
<i>Lindenfels</i> (5,476)	German	Aden.
<i>Lorenzo</i>	United States	St. Lucia.
<i>Lothringen</i> (5,002)	German	Melbourne.
<i>Lucida</i> (1,476)	German	Hull.
<i>Marie Glaeser</i> (1,317)	German	Glasgow.
<i>Marie Leonhardt</i> (1,468)	German	London.
<i>Max Brock</i> (4,579)	German	*
<i>Melbourne</i> (5,926)	German	Sydney.
<i>Mientje</i> (120)	German	Borrowstoness.
<i>Moltkefels</i> (4,921)	German	Colombo.
<i>Möwe</i> (88)	German	Leith.
<i>Nauta</i> (1,137)	German	Leith.
<i>Neptun</i> (116)	German	London.
<i>Neumunster</i> (4,224)	German	Fremantle.
<i>Nyland</i> (1,533)	German	Hull.
<i>Oberhausen</i> (4,322)	German	Hobart.
<i>Occident</i> (813)	German	London.
<i>Odessa</i> (3,046)	German	Castletown (Bere- haven).
<i>Olinda</i> (1,915)	German	Newcastle, N.S.W.
<i>Oloho</i> (1,943)	German	Plymouth.
<i>Oriental</i> (Yacht)	Austrian	Southampton.
<i>Orlanda</i> (2,185)	German	Falmouth.
<i>Osnabruck</i> (4,240)	German	Sydney.
<i>Ossa</i> (1,941)	German	Falmouth.
<i>Ostpreussen</i> (1,775)	German	Blyth.
<i>Otto</i> (139)	German	Leith.
<i>Ottokar</i> (957)	German	Plymouth.
<i>Pagenturm</i> (5,000)	German	Calcutta.
<i>Paklat</i> (1,657)	German	Hong Kong.

* Captured off the Cameroon River.

DOCUMENTARY HISTORY—NAVAL

REVISED LIST OF VESSELS—*continued.*

Name and Tonnage.	Nationality.	Where Detained.
<i>Paula III.</i> (51)	German	Portsmouth.
<i>Paul Woermann</i> (2,238) ..	German *
<i>Perkeo</i> (3,765)	German	London.
<i>Perla</i> (5,355)	Austrian	Calcutta.
<i>Pfalz</i> (6,570)	German	Melbourne.
<i>Polnay</i> (3,682)	Austrian	London.
<i>Ponape</i> (2,318)	German	Falmouth.
<i>Prinz Adalbert</i> (6,030) ..	German	London.
<i>Prinz Sigismund</i> (3,302) ..	German	Brisbane.
<i>Professor Woermann</i> (6,061)	German	Sierra Leone.
<i>Prosper</i> (759)	German	London.
<i>Providentia</i> (2,970)	German	Manchester.
<i>Quarta</i> (1,824)	German	Singapore.
<i>Rajaburi</i> (1,904)	German	Hong Kong.
<i>Ranee</i> (808)	German	Singapore.
<i>Rappenfels</i> (5,883)	German	Colombo.
<i>R. C. Rickmers</i> (5,548) ..	German	Cardiff.
<i>Recina</i> †	Austrian	Sunderland.
<i>Reichenfels</i> (4,679)	German	Colombo.
<i>Renata Amsinck</i> (3,824) ..	German *
<i>Rheinfels</i> (5,512)	German	Bombay.
<i>Rheinland</i> (333)	German	Sierra Leone.
<i>Rhenania</i> (826)	German	Amble.
<i>Roland</i> (1,377)	German	Plymouth.
<i>Rotenfels</i> (5,589)	German	Calcutta.
<i>Rothersand</i> (140)	German	Kirkcaldy.
<i>Rufidji</i> (5,442)	German	Simon's Bay.
<i>Sabbia</i> (2,752)	Austrian	Newcastle-on-Tyne.
<i>Sandakan</i> (1,793)	German	Singapore.
<i>Santa Catharina</i> (4,247)	German †
<i>Scharzfels</i> (5,513)	German	Adelaide.
<i>Schlesien</i> (5,536)	German	Plymouth.
<i>Schneefels</i> (5,826)	German	Gibraltar.
<i>Schwarzenbek</i> (1,970) ..	German	Cardiff.
<i>Seeadler</i> (159)	German	South Africa.
<i>Senator Dantziger</i> (164)	German	Tralee.
<i>Senegambia</i> (3,780)	German	Hong Kong.
<i>Serak</i> (4,680)	German	Swansea.
<i>Signal</i> (1,449)	German	Brisbane.

* Captured off the Cameroon River.

† Vessel completing at Sunderland.

‡ Captured at sea.

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DOCUMENTARY HISTORY—NAVAL

REVISED LIST OF VESSELS—*continued.*

Name and Tonnage.	Nationality.	Where Detained.
<i>Slawentzitz</i> (3,391)	German	Gibraltar.
<i>Spreewald</i> (3,899)	German	St. Lucia.
<i>Steinturm</i> (5,266)	German	Colombo.
<i>Stella Maris</i> (19)	German	Southampton.
<i>Stolzenfels</i> (5,553)	German	Sydney.
<i>Sturmvogel</i> (159)	German	South Africa.
<i>Sudmark</i> (5,113)	German	*
<i>Sumatra</i> (7,484)	German	Sydney.
<i>Susanne Vinnen</i> (2,739)	German	Newcastle, N.S.W.
<i>Syra</i> (2,017)	German	Gibraltar.
<i>Tannenfels</i> (5,341)	German	†
<i>Tergeste</i> (4,272)	Austrian	London.
<i>Terpsichore</i> (2,025)	German	Limerick.
<i>Theodor</i> (207)	German	Lynn.
<i>Theodor</i> (230)	German	Granton.
<i>Thor</i>	Norwegian	St. Lucia.
<i>Thuringen</i> (4,994)	German	Fremantle.
<i>Tiberius</i> (4,149)	German	Sydney.
<i>Tilly</i> (109)	German	Grangemouth.
<i>Tommi</i> (138)	German	London.
<i>Trifels</i> (5,750)	German	Colombo.
<i>Trostburg</i> (6,342)	German	Calcutta.
<i>Turul</i> (3,530)	Austrian	Sydney.
<i>Ulla Boog</i> (1,698)	German	Barry.
<i>Urania</i> (3,265)	German	Plymouth.
<i>Ursus</i> (2,190)	German	Hull.
<i>Varzin</i> (4,455)	German	Perim.
<i>Vianna</i> (400)	German	Granton.
<i>Wartenfels</i> (4,511)	German	Aden.
<i>Warturm</i> (4,965)	German	Bombay.
<i>Wega</i> (839)	German	Alloa.
<i>Welle</i> (117)	German	Aberdeen.
<i>Werner Vinnen</i> (3,145)	German	Sierra Leone.
<i>Weser</i> (208)	German	Poole.
<i>Wildenfels</i> (5,512)	German	Melbourne.
<i>Wilhelm</i> (187)	German	Fowey.
<i>Wilhelm Behrens</i> (1,259)	German	Glasgow.
<i>Wotan</i> (3,834)	German	Newcastle, N.S.W.
<i>Zichy</i> (1,877)	Austrian	Malta.

* Captured and taken to Alexandria.

† Reported captured in Basilan Strait.

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DOCUMENTARY HISTORY—NAVAL
SHIPS WHOSE CARGOES, OR PART OF THEM, HAVE BEEN
DETAINED.

Name of Vessel.	Nationality.	Cargo Detained at
<i>Abonema</i>	British	Liverpool.
<i>Accrington</i>	British	Manchester.
<i>Aldworth</i>	British	Cardiff.
<i>Andalusian</i>	British	Liverpool.
<i>Antinæ</i>	British	London.
<i>Apollo</i>	British	Cardiff.
<i>Atahualpa</i>	British	Liverpool.
<i>Australind</i>	British	London.
<i>Avon</i>	British	Liverpool.
<i>Baltzer</i>	Russian	Dover.
<i>Bintang</i>	British	London.
<i>Borderland</i>	British	Liverpool.
<i>Cardiganshire</i>	British	Hull.
<i>Celtic King</i>	British	London.
<i>City of Bradford</i>	British	Manchester.
<i>City of Cologne</i>	British	Dublin.
<i>City of Karachi</i>	British	London.
<i>Clan Grant</i>	British	Liverpool.
<i>Clan Mackintosh</i>	British	London.
<i>Cluny Castle</i>	British	London.
<i>Darlington</i>	British	Hull.
<i>Degama</i>	British	Liverpool.
<i>Denbighshire</i>	British	London.
<i>Derbyshire</i>	British	London.
<i>Dewsbury</i>	British	Manchester.
<i>Ecclesia</i>	British	Manchester.
<i>Feliciana</i>	British	London.
<i>Fluent</i>	British	Liverpool.
<i>Gisella Groedel</i>	British	London.
<i>Glenstrae</i>	British	Glasgow.
<i>Gothland</i>	British	Manchester.
<i>Grantully Castle</i>	British	London.
<i>Gunwell</i>	British	Liverpool.
<i>Harrogate</i>	British	Hull.
<i>Henzada</i>	British	London.
<i>Huanchaco</i>	British	Liverpool.
<i>Hypatia</i>	British	Liverpool.
<i>Iran</i>	British	Liverpool.
<i>Irrawaddy</i>	British	London.
<i>Izrada</i>	Austrian	London.

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Name of Vessel.	Nationality.	Cargo Detained at
<i>Jabiru</i>	British	Liverpool.
<i>Juno</i>	British	Swansea.
<i>Kalomo</i>	British	London.
<i>Karina</i>	British	Liverpool.
<i>Kenawhan</i>	British	London.
<i>Kildonan Casile</i>	British	London.
<i>Kilano Maru</i>	Japanese	London.
<i>Kostrena</i>	Austrian	Weymouth.
<i>Linmere</i>	British	Manchester.
<i>Maasland</i>	—	London.
<i>Malda</i>	British	London.
<i>Manningtry</i>	British	London.
<i>Marathon</i>	British	London.
<i>Marie Rose</i>	British	Bristol.
<i>Marmora</i>	British	London.
<i>Medina</i>	British	London.
<i>Mediterraneo</i>	Austrian	Plymouth.
<i>Memnon</i>	British	Liverpool.
<i>Mimingham</i>	British	Manchester.
<i>Mirimichi</i>	British	Manchester.
<i>Mitiana</i>	British	London.
<i>Mongolia</i>	British	London.
<i>Mount Temple</i>	British	London.
<i>Neuralia</i>	British	London.
<i>Newmarket</i>	British	Harwich.
<i>Nigeria</i>	British	Liverpool.
<i>North Pacific</i>	British	Weymouth.
<i>Novara</i>	British	London.
<i>Novarra</i>	British	Falmouth.
<i>Novo</i>	British	Hull.
<i>Oakmere</i>	British	Swansea.
<i>Orita</i>	British	Liverpool.
<i>Otranto</i>	British	London.
<i>Palma</i>	British	Liverpool.
<i>Palm Branch</i>	British	Liverpool.
<i>Pellworm</i>	British	Manchester.
<i>Polnay</i>	Austrian	London.
<i>Port Macquarie</i>	British	London.
<i>Prah</i>	British	Liverpool.
<i>Prahsu</i>	British	Liverpool.
<i>Reliance</i>	British	Cardiff.
<i>Ridley</i>	British	London.
<i>Romanby</i>	British	Liverpool.

Name of Vessel.	Nationality.	Cargo Detained at
<i>St. Andrews</i>	British	Liverpool.
<i>Scotian</i>	British	London.
<i>Sobo</i>	British	Liverpool.
<i>Sokoto</i>	British	Liverpool.
<i>Spenser</i>	British	Liverpool.
<i>Stockport</i>	British	Manchester.
<i>Staffa</i>	British	Leith.
<i>Tamele</i>	British	Liverpool.
<i>Tregurno</i>	British	Falmouth.
<i>Vedra</i>	British	London.
<i>Vera</i>	British	London.
<i>Waiwera</i>	British	London.
<i>Walmer Castle</i>	British	London.
<i>Warwickshire</i>	British	London.
<i>W. M. L.</i>	British	Plymouth.
<i>Wrexham</i>	British	Manchester.

VESSELS DETAINED OR CAPTURED BY THE JAPANESE NAVAL AUTHORITIES.

Foreign Office, October 6, 1914.

His Majesty's Ambassador at Tokio, having been informed that in accordance with the procedure followed in the British Prize Courts, innocent cargoes on vessels detained or captured will be released on production of proof of ownership, and particulars as to freight, whether paid or unpaid, now telegraphs that the Japanese Authorities are making arrangements with the view of affording similar facilities as regards goods belonging to British subjects on vessels detained or captured by them.

Sir C. Greene also reports that it is announced in the Japanese Official *Gazette* of October 3rd that the German s.s. *Suimow* has been captured, and that a Prize Court inquiry will be held. Interested parties may present their petitions in writing to the Prize Court at Sasebo within thirty days.

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VESSELS DETAINED OR CAPTURED BY THE
RUSSIAN NAVAL AUTHORITIES.

Foreign Office, October 12, 1914.

His Majesty's Ambassador at Petrograd reports that Prize Courts of first instance have been established at Cronstadt, Sebastopol and Vladivostok, and that the Russian Admiralty Council, assisted by members appointed by the Minister of Justice and the Minister for Foreign Affairs, will act as a Court of Appeal in accordance with the Regulations in regard to Naval Prizes issued in 1895.

ADMIRALTY MONTHLY ORDERS.

Admiralty, S.W., November 2, 1914.

160.—*Naval Billeting.*

THE Naval Billeting, &c., Act, 1914, empowers the Admiralty to adapt to the requirements of His Majesty's Naval Forces the provisions of the Army Act in regard to billeting and impressment of carriages, &c., and, in case of war or emergency, to authorise any Commander-in-Chief or Flag Officer whose flag is flying at any Naval Port or Station in the United Kingdom to issue a billeting requisition or a requisition of emergency.

161.—*Lights, Buoys, and Beacons—Alterations in.*

Senior Naval Officers of other than Dockyard Ports are informed that no Notice of any alteration of, or additional, lights, buoys, beacons, or other navigational aids whatsoever, is to be issued in any form without the direct sanction of Their Lordships.

163.—*Engineer Lieutenant - Commander — Advancement of Officers promoted from Chief Artificer Engineer.*

It has been decided that Engineer Lieutenants promoted from Chief Artificer Engineer may qualify for advancement to the rank of Engineer Lieutenant-Commander, and that

DOCUMENTARY HISTORY—NAVAL

the requirement of three years' service as Watchkeeper prior to examination for that rank shall be waived in their case.

Pay on promotion will be on the present scale.

171.—*Re-engagement of Naval Ratings.*

By the Proclamation extending the services of time-expired men, ratings are bound to serve for five years, if required, after completing their engagements in time of war. Men whose services are still required on completing their first engagement during the war may either re-engage at once to complete time for Pension or defer their decision as to whether they wish to re-engage or not until the end of the war, when any re-engagement will be dated back as necessary to the date of completion of the first engagement.

184.—*R.N.R. Men—Kit and Clothing Gratuities, &c.*

Men of the R.N.R. who have reported themselves abroad or who have been taken out of merchant ships at sea, and are consequently without their kits, are to be supplied gratuitously with the Regulation Kit specified in Appendix A. of the R.N.R. Regulations, and are further to be credited with the Clothing Gratuities laid down in Article 125 of the R.N.R. Regulations (Addenda 1912), a notation being inserted in their Certificate Books (Form R.V. 2) to the effect that they have been supplied with new kits.

In view of this free issue such men are not to be credited with Kit Upkeep Allowance.

187.—*Duty in Higher Ratings—Pay of Reservists and Pensioners for.*

When it is necessary to employ Pensioner R.N.R. or R.F.R. ratings in vacancies for ratings, substantive or non-substantive, for which they have not the qualifications required by the Regulations, they may be paid the difference between the pay of their own and the higher rating in which they are doing duty under the conditions laid down in Article 1432 of the King's Regulations.

DOCUMENTARY HISTORY—NAVAL

188.—*Men re-entered after more than Five Years' Absence from the Service.*

In all cases of men allowed to re-enter the Royal Navy and Royal Marines for the period of hostilities only, their prior service in the Royal Navy will count towards increase of pay and badges, notwithstanding that they may have been absent from the service for more than five years.

189.—*Coast Guard Men and Pensioners from the Coast Guard "called out" for Active Service—Pay, &c.*

The following instructions are issued for the information and guidance of the Officers concerned :—

1. *Substantive Pay.*—(a) Coast Guard men other than ex-Stoker ratings are to be embarked in the Fleet in the ratings which they last held afloat or in their Coast Guard ratings, whichever may be the higher, and are to be paid accordingly. In all cases where this has not already been done the necessary adjustments are to be made in the men's accounts. The rates of pay for men retaining Coast Guard ratings are to be as laid down in Appendix I. of the Coast Guard Instructions.

(b) Ex-Stoker ratings are to be paid at the rates laid down in Article 301 of the Coast Guard Instructions (Addenda).

(c) Pensioners late of the Coast Guard who are enrolled in the Royal Fleet Reserve are entitled to the pay of the ratings in which they are enrolled in the Reserve.

(d) Other Pensioners late of the Coast Guard are to be paid as at (a). This will not, however, apply to those who are drafted to Coast Guard Stations who will be employed and paid in the last Coast Guard rating held.

2. *Non-Substantive Pay.*—Men paid at active service rates who have been absent from the Service afloat for less than a year may resume their non-substantive ratings on embarkation.

(a) Other men paid at active service rates should not be paid for ratings higher than S.G. or S.T. except in vacancies, and then only if considered qualified by the Commanding Officer. Pay for S.G. or S.T. may be allowed if the men are considered qualified to carry out the duties and if they previously held either rating or a superior one in the active service. In the case of men holding old system substantive ratings the rate for S.G. or S.T. is 4*d.* a day, and the following

obsolete ratings may be paid for to competent men who held them in the active service :—S.G.T. (*6d.* a day) ; S.G., 1st class (*4d.* a day) ; S.G., 2nd class (*2d.* a day) ; Q.G. (*2d.* a day provided they re-engaged before April 24th, 1908) ; T.M. (*1d.* a day). Ex-Signal ratings who formerly held the ratings of H.S., 1st class (*6d.* a day), or H.S., 2nd class (*3d.* a day), may also be paid for them.

(*b*) Men paid at Coast Guard rates may continue in receipt of Gunnery Pay (*1d.* a day), and Station Signaller (*2d.* a day), if they are employed on signal duties.

3. *Re-engaged Pay* (*2d.* a day) may be paid to Coast Guard men who have completed not less than 12 years' continuous service in man's ratings and in receipt of pay provided they have re-engaged. Pensioners formerly in receipt of R.P. may resume it.

4. Coast Guard men who have completed time for pension and who at once execute a further engagement for 5 years may, if they hold one of the ratings specified in Article 1435 of the King's Regulations or one equivalent thereto, be paid Extension Pay (*6d.* a day) for the period of the engagement. Those who complete time for pension or whose engagements expire during hostilities but do not re-engage may be paid Detained Pay (*2d.* a day) whilst retained afloat. These allowances are not applicable to Pensioners called out.

5. A Clothing Allowance of *2l. 10s.* is payable to all Coast Guard men detained beyond the expiration of their engagements. The Bedding Gratuity is not to be credited.

6. Coast Guard men (not pensioners) are entitled when embarked to a victualling allowance of *4d.* a day which should be credited on the ledger.

7. The foregoing instructions (except 1 (*c*) and (*d*) and 5) are not applicable to Coast Guard ratings who are not embarked but continue to serve at Coast Guard Stations (including War Signal and Wireless Stations, &c.). These will continue to receive the pay of their Coast Guard ratings and be governed by the Coast Guard Instructions for pay and allowances. In addition, they will receive D.P. if they satisfy the conditions specified in 4. They may also receive the Clothing Gratuity under 5.

NOTE.—These arrangements are to be regarded as coming into force from July 30th last.

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192.—*Casualties during Hostilities—Reporting.*

Care is to be taken that all casualties (including dead, wounded and missing) are reported by telegraph to the Admiralty at the earliest possible moment. In the case of the Destroyer Flotillas, Captains (D) are to make arrangements as necessary, but, so far as practicable, the lists should be telegraphed to the Admiralty from the Depot Ship of the Flotilla after verification of ratings, official numbers, &c.

The Admiralty will communicate with the relatives in all cases, and the usual notification to relatives by the Captain of the ship is not to be made, but in all other respects the procedure laid down in Article 575 of the King's Regulations (Volume II., 1914) is to be followed. (In Naval Hospitals and Sick Quarters the ordinary procedure is to be followed in its entirety.)

199.—*Funerals of Seamen and Marines—Attendance of Relatives.**Home Fleets and Establishments only.*

In the case of Seamen and Marines who have been killed in action or who have died from injuries sustained during the present war a third-class railway warrant at the public expense may, on application, be granted to the nearest relative and to one other person to enable them to attend the funeral.

201.—*Identity Discs.*

It has been decided that every person serving in H.M. Naval Service shall wear an Identity Disc. Each disc is to be stamped with the individual's name, rank or rating, official number, and religion.

Supplies of the discs, together with wires for attaching them, are being obtained, and they will shortly be distributed to H.M. Ships and Establishments. After the necessary

stamping they are to be issued and worn, being attached in the following manner :—One end of the wire is to be fastened to the eye of the disc, and the other fixed to form a loop round the wearer's neck.

Letters are to be stamped on the discs with metal stamps $\frac{1}{8}$ inch in size, a set of which will be issued to each Ship and Establishment. Numbers are to be stamped with $\frac{3}{32}$ inch stamps, a set of which is already included in the Gunner's Establishment.

204.—*Separation Allowance to Wives and Children.*

1. It has been decided that for the period of the present war Separation Allowance is to be paid to the wives and families of all Naval ratings, Marines and Reservists borne on the books of H.M. Ships who allot at least 20s. a month to their families.

[The details given in the full text of the foregoing Order are now out of date, as are those in several Orders subsequently issued. In lieu thereof we are enabled by the courtesy of the Secretary of the Admiralty to quote the following general statement.]

NAVY SEPARATION ALLOWANCES.

(*Extracts from Admiralty Orders.*)

A.—*Separation Allowances. Wives and Children.*

1. For the period of the present war Separation Allowance is being paid to the wives and families of all Naval ratings, Marines and Reservists borne on the books of H.M. Ships, provided that in each instance the man declares an allotment of at least 5s. a week in favour of his wife. The allowance is in no circumstances issuable in respect of men paid at a Mercantile rate of pay.

2. The weekly rates of allowance for children were increased as from March 1st last as indicated in the following comparative table :—

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Sailor.	Wife, per Week.	Children, per Week.		Motherless Children, per Week.	
		New Scale.	Old Scale.	New Scale.	Old Scale.
Class I. : Ordinary Seaman Able Seaman Leading Seaman 2nd Class Petty Offi- cer, and equiva- lent ratings.	*6s.	1st child, 4s. 2nd " 3s. 3rd " 2s. 4th and subse- quent children, 1s. each.	1st child, 2s. 2nd " 2s. 3rd and subse- quent children, 1s. each.	Each. 5s.	Each. 3s.
Class II. : Petty Officer Petty Officer, 1st Class, and equiva- lent ratings.	*7s.	Ditto.	Ditto.	Ditto.	Ditto.
Class III. : Chief Petty Officer and equivalent ratings.	*8s.	Ditto.	Ditto.	Ditto.	Ditto.
MARINE ON SHIP'S BOOKS.					
Class I. : Private Corporal Sergeant and equiva- lent ranks.	*6s.	1st child, 4s. 2nd " 3s. 3rd " 2s. 4th and subse- quent children, 1s. each.	1st child, 2s. 2nd " 2s. 3rd and subse- quent children, 1s. each.	Each. 5s.	Each. 3s.
Class II. : Colour-Sergeant and equivalent ranks.	*7s.	Ditto.	Ditto.	Ditto.	Ditto.
Class III. : Quartermaster - Ser- geant and Staff- Sergeant.	*8s.	Ditto.	Ditto.	Ditto.	Ditto.
Class IV. : Warrant Officer, Royal Marines (except Royal Marine Gunners).	*9s.	Ditto.	Ditto.	Ditto.	Ditto.

* An additional allowance of 3s. 6d. a week is also payable to a wife whose normal place of residence is in the London Postal area, so long as she continues to reside there.

3. The payment in respect of children is made ordinarily for those under 16 years of age, but may be continued above that age on the recommendation of the Local Education Authority in the cases (1) of apprentices receiving not more than nominal wages, or (2) of children being educated at secondary schools, technical schools or universities. It may also be continued to the age of 21 in the case of children unable to support themselves owing to mental or physical infirmity, if a medical certificate to this effect is forwarded with the form of application.

5. Allowance is made for children adopted prior to the war, subject to the production (1) of the deed of adoption, or (2) of a statutory declaration or clergyman's certificate to the effect that the child was and is permanently maintained as a member of the man's family.

6. *Procedure.*—As soon as information is received that a man has declared an allotment of at least 5s. a week in favour of his wife, a form of application to enable her to apply for a Navy Separation Allowance is issued to her direct from the Admiralty (or in the case of a Marine from the Marine Division to which he is attached). Until she receives this form it is consequently unnecessary for her to take any action in the matter beyond desiring her husband to declare the requisite allotment.

7. Separation Allowance is issuable from the Thursday following the date of entry if the qualifying allotment is declared within a month of entry; otherwise from the Thursday on which the qualifying allotment becomes operative, the allowance and the allotment being made payable in one combined sum at whatever Post Office is named by the payee. In the case of a wife resident outside the United Kingdom payment is effected by Foreign Money Order or other suitable means.

8. It is most important that all new entries should be questioned immediately on entry as to whether they desire to allot, and that every facility should be given to them for declaring allotments.

9. Separation Allowance is not issuable for persons maintained in Asylums, Workhouses or kindred institutions, except that in the case of a Reservist who, prior to his mobilisation, was contributing for such a person's maintenance

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a sum larger than his Naval Pay will now admit of his paying, the question of the issue of some allowance could be considered.

B.—Motherless Children.

10. The condition as to an allotment of at least 5s. a week will not be insisted upon in the case of motherless children, but men are expected to allot to the guardians of their children. If the children are not all in the care of one guardian, two or more allotments may be declared in favour of the two or more guardians.

11. Application for an allowance for a motherless child should be made by forwarding a statement giving the child's name, sex, date of birth, and address, and also its guardian's full name. The man should arrange with the child's guardian to produce its birth or baptismal certificate when called upon to do so.

12. Children by a former wife cannot be regarded as motherless while their stepmother is alive and in receipt of an allowance.

C.—Dependants, other than Wives and Children.

13. Subject to proof of actual dependence prior to the war or prior to the man's entry, if later, Separation Allowance is also issuable to dependants provided the man himself makes an allotment to his dependant. As from February 1st, 1915, the term "dependant" has been extended to include any person who is found as a fact to have been dependent on the man before the war (or his entry, if later). The necessary investigations are made by the Local Old Age Pension Authorities of the district in which the dependant resides, and the rate of allowance in each case is assessed after consideration of the reports of those Authorities.

14. *Scale of Allowance.*—Separation Allowance to a dependant naturally cannot exceed the scale for a wife, *i.e.*, the allowance for a wife, including London allowance where it would be applicable (*see* paragraphs 2 and 26c), is a maximum which cannot in any circumstances be exceeded for one dependant. (For cases in which there are more than one

dependant, *see* footnote*). Within this maximum the allowance to be awarded is governed by the extent to which dependence existed prior to the war or prior to the man's entry into His Majesty's Service, if later, and cannot exceed half the amount of such dependence. When the sum paid by the man to his dependant included his own keep, a suitable deduction is made on this account in arriving at the amount of the benefit derived from his payment.

15. Within the maximum of the rate payable to a wife, the allowance to the dependant of an active service rating will equal half the amount of the dependence as defined above, provided he continues to allot a sum equal to the amount of such dependence. If he allots a smaller sum, the allowance will be proportionately reduced, but if he is able to allot more, the allowance will remain unaltered.

16. In the case of a Reservist, if he allots half the amount of the dependence, *i.e.*, half the amount which he was in the habit of paying in civil life (less the cost of his keep where that was included), the Admiralty will pay the other half as Separation Allowance. In his case also if he allots a smaller sum, the allowance will be proportionately reduced, but if he is able to allot more, the allowance will remain unaltered.

17. Men who have entered "for hostilities" are regarded as Reservists, that being to the advantage of their dependants.

18. Although the claim of an unmarried wife to an allowance for herself (and her children, if any) has to be investigated by the Local Old Age Pension Authorities, the allowance is awarded upon the scale for a wife and under the Regulations governing allowances for wives and children (the minimum qualifying allotment of 5s. a week is applicable).

* If there are several persons dependent on *one* seaman, the maximum is increased to the scale for a wife and a number of children corresponding to the number of additional dependants, provided the total amount of dependence and the rate of the current allotment admit of such increase. If, however, there are two seamen and three dependants for instance, two of the dependants are earmarked to the two men and only the third is regarded for allowance purposes as a child. In the case of one person being dependent on two or more men holding different ratings, the maximum allowance to be awarded, provided the degree of dependence before the war and the rate of the current allotment admit, is that payable for the wife of the man holding the rating carrying the highest allowance. (*See* examples (para. 26).

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D.—Regulations affecting Specific Cases.

19. Where an allowance is being paid for a wife and children, an allowance to a dependant cannot also be granted in respect of the same seaman or marine. Similarly, if an allowance is payable for a motherless child or children, this precludes the issue of an allowance for a dependant.

20. *Allowances for children all of whom are not living in the care of the man's wife.*—When some of the children are in the care of the wife and others in that of some other person, the total allowance payable in respect of them is the same as if they all lived together, the allowance being divided between the wife and the guardian according to the ages of the children, *i.e.*, the highest rate is paid for the eldest child.

21. *Changes which have taken place in a dependant's circumstances since the outbreak of war, or since the man's entry, if later, cannot be taken into account.* Similarly, in the case of an apprentice who was near the end of his apprenticeship at the time when he joined and who, when his apprenticeship had expired, would have been in a position to contribute more than he did before his entry into His Majesty's Service, the allowance to be awarded is assessed by reference to the man's actual contributions. My Lords understand, however, that when the Special Committee alluded to in paragraph 32 below is created, it will be prepared to take into consideration any isolated cases of this type in which it is found that hardship is entailed.

23. *Boys who have less than three months' service and who under the Training Service Regulations consequently cannot allot to their dependants.*—Subject to the usual proof of dependence, Separation Allowance is issued in these cases in anticipation of the boy declaring an allotment in his dependant's favour as soon as the Regulations will admit of his so doing.

24. Only in exceptional circumstances will an allowance be paid to a dependant resident outside the United Kingdom.

25. *Periods of Detention and Desertion.*—Separation Allowance is naturally not payable for any period during which

a man is in a state of desertion. It is, however, continuable for periods of detention irrespective of allotment.

26. EXAMPLES of the method of assessment of allowances for dependants :—

Active Service Ratings :—

- (a) A stoker, 1st class, allowed his mother 7s. a week before the war. The maximum allowance issuable to her is half the degree of the pre-war dependence, namely, 3s. 6d. a week, and an allowance of that amount would be awarded if his current allotment were one of 7s. a week ; if he decided to raise his allotment the amount of the Separation Allowance would not be affected, but if he lowered the allotment, say, to 4s., Separation Allowance of 2s. a week only would be payable. (Wife's scale maximum, 6s.)
- (b) A Petty Officer Telegraphist (N.S.) used to contribute 21s. a week to the support of his two sisters. The maximum Separation Allowance issuable to them is 10s. 6d. a week and an allowance of that amount would be granted provided the man's current allotment were not less than 21s. a week (wife's scale maximum 11s. being as for a wife (7s.) and one child (4s.)).
- (c) A Chief Petty Officer used to allow his mother and sister 27s. a week. The maximum Separation Allowance issuable to them would be half the degree of the pre-war dependence, supposing the scale for a Chief Petty Officer's wife and one child would admit of it ; that scale, however, limits the allowance to 12s. a week (8s. + 4s.), except in a case in which if the allowance had been for a wife, London Allowance would have been payable. In that event an allowance of 13s. 6d. would be issued provided the man allotted not less than 27s. a week to his dependants.

It is to be observed from this example that London Allowance is not added *in its entirety* to the amount of dependant's Separation Allowance, but serves to raise what would otherwise have been the limiting

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maximum given by the wife's scale, *i.e.*, in the case of a dependant the London Allowance of 3s. 6d. a week is not paid in addition to the ordinary Separation Allowance, but enables a higher allowance to be awarded in cases in which the degree of the pre-war dependence and the rate of the current allotment would justify such higher allowance.

Reservists :—

- (d) A Reservist of Chief Petty Officer rating used to allow his widowed sister for herself and her two children 24s. a week before the war. The maximum Separation Allowance issuable is half the pre-war dependence, namely, 12s. a week, and an allowance of that amount would be granted if the Reservist's current allotment were not less than 12s. a week. It will be observed that this allowance of 12s. a week happens to correspond with the allowance for a Chief Petty Officer's wife and one child only, but seeing that the contribution made before the war is the measure of the dependence, this is the full allowance that can be paid even though there is a second child (*see* footnote to paragraph 14).
- (e) A Reservist of Petty Officer rating allowed his mother 11s. a week before the war. She would be entitled to a Separation Allowance of 5s. 6d. a week, namely, half the pre-war dependence, provided that her son allotted her at least 5s. 6d. a week (wife's scale maximum 7s.).

27. *Procedure.*—A man wishing a person who was in fact dependent upon him prior to the war or to his entry into His Majesty's Service, if later, to receive a Separation Allowance should make a declaration on A.G. Form No. 11 in addition to declaring an allotment in favour of the dependant.

Provided a new entry declares an allotment *and* completes A.G. Form No. 11 within one month after entry the allowance will be payable from the Thursday following his entry, otherwise it will only be payable from the Thursday following the date on which he completes the necessary action. Every facility is therefore to be given for men to declare an

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allotment and to complete A.G. Form No. 11. These forms are to be in the custody of the Accountant Officer, and in every case in which a new entry declares an allotment in favour of a dependant other than a wife, he should be asked whether he wishes to apply for Separation Allowance on behalf of his dependant, and supplied with a copy of the form if he wishes to apply for the allowance. As the declarations made on these forms must be regarded as strictly private, the Accountant Officer is only required to see that the man's name, rating, and official number are correctly inserted on the form before issue, and the date of his entry, if recent, it being clearly shown in each case whether he is an active service rating or a reservist. He may, however, give such assistance as he can in the completion of the form when asked to do so, and it will be convenient where a number of forms are applied for at the same time, if he can collect them as far as possible when completed so that they may be sent to the Admiralty in bulk. In order that the delay in the issue of allowances may be avoided Accountant Officers are relied upon to give any help in their power, but where a man prefers to fill up the form and despatch it himself he is to be allowed to do so. In the case of Marines and Marine Reservists the declarations should be forwarded to the Marine Division to which the men belong.

28. On receipt of the man's declaration the Accountant General's Department or the Marine Division will forward to the person named a form on which he or she may make a corresponding declaration. The two declarations will then be forwarded to the Old Age Pension Authorities for investigation, and on the receipt of their report the rate of allowance will be determined.

29. If the dependant is dissatisfied with the Pension Authorities' assessment of his or her dependence, it is open to him or her to lodge an appeal by completing an A.G. Form No. 15, which is obtainable at any Post Office.

30. All ratings must clearly understand that these allowances are intended not as a means of relieving them of any part of their obligations to their wives and children or other dependants, but as an additional provision which should free men from anxiety on their relatives' behalf during the period of the war.

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E.—Widows, Children, and other Dependants of Deceased Seamen and Marines.

31. Separation Allowance and Allotment are paid for the period of 26 weeks following the death of the seaman or marine in question.

Any pension or other allowance due is then awarded.

32. As the limitations imposed by the foregoing Regulations may entail hardship in isolated cases a special Statutory Committee is in course of formation—one of whose functions will be to consider the question of making awards in any such exceptional instances. This Committee, in regard to which further details will be promulgated in due course, will also be charged with the award of pensions or allowances to the dependants, other than wives and children, of Seamen and Marines who lose their lives during the present war.

SEPARATION ALLOWANCES FOR WARRANT OFFICERS.

(Extracts from Admiralty Order of June 11, 1915.)

As from April 15th last a Separation Allowance is being granted for the period of the present war in respect of Warrant Officers (but not Commissioned Warrant Officers) of the Royal Navy and Reserve Forces, and Royal Marine Gunners.

Generally the issue of the allowance will be governed by the Regulations relative to Navy Separation Allowance, the principal exception being that the minimum allotment required in the case of a wife will be one of 20s. a week. The scale of allowance will be 8s. a week for the wife (or 11s. 6d. in cases in which London Allowance is issuable), 4s. for the first child, 3s. for the second, 2s. for the third, and 1s. for each other child. The allowance for motherless children will be 5s. a week each.

In the case of a wife an application form is issued immediately an allotment of not less than 20s. a week is declared.

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Allowances for dependants (other than wives and children) will be granted by reference to :

- (1) the degree of the pre-war dependence ;
- (2) the amount of the current allotment ; and
- (3) the scale of allowance for a wife (and children, if there are more than one dependant).

An allowance for a dependant should be applied for by the Officer concerned on an A.G. Form No. 11, which can be obtained from his Paymaster.

As from July 8th, 1915, separation allowance and allotment in respect of Warrant Officers will be paid by Postal Draft in one combined weekly sum.

APPENDIX.

FOR the full understanding and elucidation of certain of the Documents, Orders in Council, &c., cited in the text of this volume it has been deemed expedient to give in this Appendix certain other Public Documents, which could not be given in the body of the text inasmuch as they were all formulated and promulgated several years before the war began. These documents are as follow :

I.—The Declaration of Paris, signed in Paris, April 16th, 1856 (pp. 400-1).

II.—Certain Conventions relating to Naval Warfare, drawn up and signed at the Second Peace Conference held at The Hague in 1907, to wit,

(1) Convention No. 3 relative to the Opening of Hostilities (pp. 402-5).

(2) Convention No. 6 relative to the Status of Enemy Merchant-ships at the Outbreak of Hostilities (pp. 405-6).

(3) Convention No. 7 relative to the Conversion of Merchant-ships into Warships (pp. 406-8).

(4) Convention No. 8 relative to the Laying of Automatic Submarine Contact Mines (pp. 408-11).

(5) Convention No. 9 respecting Bombardments by Naval Forces in Time of War (pp. 412-14).

(6) Convention No. 10 for the Adaptation of the Principles of the Geneva Convention to Maritime Warfare (pp. 414-21).

(7) Convention No. 11 relative to certain Restrictions on the Exercise of the Right of Capture in Maritime War (pp. 421-3).

(8) Convention No. 13 respecting the Rights and Duties of Neutral Powers in Naval War (pp. 424-9).

III.—The Declaration of London concerning the Law of Naval War signed in London, February 26th, 1909 (pp. 429-84).

The Declaration of London was never ratified by any of the Powers which originally signed it. It has therefore no international validity. But by Order in Council issued August 20th, 1914, and subsequently modified by a later Order in Council, it was brought into partial operation as part of the municipal law of the United Kingdom for the time being. By the Order in Council of August 20th, 1914, above mentioned, it was provided that "The General Report of the Drafting Committee on the said Declaration presented to the Naval Conference and adopted by the Conference at the eleventh plenary meeting on February 25th, 1909, shall be considered by all Prize Courts as an authoritative statement of the meaning and intention of the said Declaration, and such Courts shall construe and interpret the provisions of the said Declaration by the light of the commentary given therein." The full text of the General

Report of the Drafting Committee, here referred to, is therefore given in this Appendix, and inasmuch as this Report incorporates paragraph by paragraph the whole text of the Declaration, it has not been deemed necessary here to reproduce the text of the Declaration separately.

As the question of the validity or invalidity of the documents here reproduced has more than once been raised in many quarters it would seem expedient to quote in regard to it the following extract from the Official Report of the Debates in the House of Commons :—

In the House of Commons on December 8th, 1915,

Hansard.

LORD CHARLES BERESFORD asked the Secretary for Foreign Affairs whether he is aware that it has been stated by His Majesty's Government that the Order in Council of March 11th, 1915, does not affect the validity of the Declaration of Paris, 1856, the Declaration of London, 1908, fourteen Conventions determined upon at the Second Peace Conference held at The Hague in 1907, and all juridical niceties relative to contraband and the right of capture at sea ; whether he is aware that, subsequent to this statement, His Majesty's Government declared that the Declaration of London had no international validity ; and whether he will explain to the House which of the Declarations, &c., mentioned are valid and which are invalid ?

SIR E. GREY : The validity or invalidity of the instruments referred to depends upon the provisions of the instruments themselves, to which I must refer the Noble Lord for the information which he requires. Their validity is what it has always been. The Declaration of London never had any validity as a Convention, because Article 67 provided for ratification, and the Declaration was never ratified.

I.

THE DECLARATION OF PARIS.

Declaration respecting Maritime Law, signed by the plenipotentiaries of Great Britain, Austria, France, Prussia, Russia, Sardinia, and Turkey, assembled in Congress at Paris, April 16, 1856.

THE Plenipotentiaries who signed the Treaty of Paris of the thirtieth of March, one thousand eight hundred and fifty-six, assembled in conference :—

Considering :—

That maritime law, in time of war, has long been the subject of deplorable disputes ;

That the uncertainty of the law and of the duties in such a matter gives rise to differences of opinion between neutrals and belligerents which may occasion serious difficulties, and even conflicts ;

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That it is consequently advantageous to establish a uniform doctrine on so important a point ;

That the Plenipotentiaries assembled in Congress at Paris cannot better respond to the intentions by which their Governments are animated, than by seeking to introduce into international relations fixed principles in this respect ;

The above-mentioned Plenipotentiaries, being duly authorised, resolved to concert among themselves as to the means of attaining this object ; and, having come to an agreement, have adopted the following solemn Declaration :—

1. Privateering is, and remains, abolished ;
2. The neutral flag covers enemy's goods, with the exception of contraband of war ;
3. Neutral goods, with the exception of contraband of war, are not liable to capture under enemy's flag ;
4. Blockades, in order to be binding, must be effective, that is to say, maintained by a force sufficient really to prevent access to the coast of the enemy.

The Governments of the undersigned Plenipotentiaries engage to bring the present Declaration to the knowledge of the States which have not taken part in the Congress of Paris, and to invite them to accede to it.

Convinced that the maxims which they now proclaim cannot but be received with gratitude by the whole world, the undersigned Plenipotentiaries doubt not that the efforts of their Governments to obtain the general adoption thereof will be crowned with full success.

The present Declaration is not and shall not be binding, except between those Powers who have acceded, or shall accede, to it.

Done at Paris, the sixteenth of April, one thousand eight hundred and fifty-six.

(Signed). BUOL-SCHAUENSTEIN.
 HUBNER.
 WALEWSKI.
 BOURQUENEY.
 CLARENDON.
 COWLEY.
 MANTEUFFEL.
 HATZFELDT.
 ORLOFF.
 BRUNNOW.
 CAVOUR.
 DE VILLAMARINA.
 AALI.
 MEHEMMED DJEMIL.

II.

**CONVENTIONS OF THE SECOND HAGUE CONFERENCE
WHICH RELATE TO MARITIME WARFARE.**

I.—CONVENTION No. 3.

Convention relative to the Opening of Hostilities.

HIS Majesty the German Emperor, King of Prussia ; the President of the United States of America ; the President of the Argentine Republic ; His Majesty the Emperor of Austria, King of Bohemia, &c., and Apostolic King of Hungary ; His Majesty the King of the Belgians ; the President of the Republic of Bolivia ; the President of the Republic of the United States of Brazil ; His Royal Highness the Prince of Bulgaria ; the President of the Republic of Chile ; His Majesty the Emperor of China ; the President of the Republic of Colombia ; the Provisional Governor of the Republic of Cuba ; His Majesty the King of Denmark ; the President of the Dominican Republic ; the President of the Republic of Ecuador ; His Majesty the King of Spain ; the President of the French Republic ; His Majesty the King of the United Kingdom of Great Britain and Ireland and of the British Dominions beyond the Seas, Emperor of India ; His Majesty the King of the Hellenes ; the President of the Republic of Guatemala ; the President of the Republic of Haïti ; His Majesty the King of Italy ; His Majesty the Emperor of Japan ; His Royal Highness the Grand Duke of Luxemburg, Duke of Nassau ; the President of the United States of Mexico ; His Royal Highness the Prince of Montenegro ; the President of the Republic of Nicaragua ; His Majesty the King of Norway ; the President of the Republic of Panamá ; the President of the Republic of Paraguay ; Her Majesty the Queen of the Netherlands ; the President of the Republic of Peru ; His Imperial Majesty the Shah of Persia ; His Majesty the King of Portugal and of the Algarves, &c. ; His Majesty the King of Roumania ; His Majesty the Emperor of All the Russias ; the President of the Republic of Salvador ; His Majesty the King of Serbia ; His Majesty the King of Siam ; His Majesty the King of Sweden ; the Swiss Federal Council ; His Majesty the Emperor of the Ottomans ; the President of the Oriental Republic of Uruguay ; the President of the United States of Venezuela :

Considering that it is important, in order to ensure the maintenance of pacific relations, that hostilities should not commence without previous warning.

That it is equally important that the existence of a state of war should be notified without delay to neutral Powers ; and.

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Being desirous of concluding a Convention to this effect, have appointed the following as their Plenipotentiaries :—

[Names of Plenipotentiaries]

Who, after having deposited their full powers, found to be in good and due form, have agreed upon the following provisions :—

ARTICLE 1.

The Contracting Powers recognise that hostilities between them must not commence without a previous and explicit warning, in the form of either a declaration of war, giving reasons, or an ultimatum with a conditional declaration of war.

ARTICLE 2.

The existence of a state of war must be notified to the neutral Powers without delay, and shall not be held to affect them until after the receipt of a notification, which may, however, be given by telegraph. Nevertheless, neutral Powers may not rely on the absence of notification if it be established beyond doubt that they were in fact aware of the existence of a state of war.

ARTICLE 3.

Article 1 of the present Convention shall take effect in case of war between two or more of the Contracting Powers.

Article 2 applies as between a belligerent Power which is a party to the Convention and neutral Powers which are also parties to the Convention.

ARTICLE 4.

The present Convention shall be ratified as soon as possible.

The ratifications shall be deposited at The Hague.

The first deposit of ratifications shall be recorded in a Protocol signed by the Representatives of the Powers which take part therein and by the Netherland Minister for Foreign Affairs.

The subsequent deposits of ratifications shall be made by means of a written notification, addressed to the Netherland Government and accompanied by the instrument of ratification.

A duly certified copy of the Protocol relating to the first deposit of ratifications, of the notifications mentioned in the preceding paragraph, and of the instruments of ratification, shall be immediately sent by the Netherland Government through the diplomatic channel to the Powers invited to the Second Peace Conference, as well as to the

other Powers which have acceded to the Convention. The said Government shall, in the cases contemplated in the preceding paragraph, inform them at the same time of the date on which it received the notification.

ARTICLE 5.

Non-Signatory Powers may accede to the present Convention.

A Power which desires to accede notifies its intention in writing to the Netherland Government, forwarding to it the act of accession, which shall be deposited in the archives of the said Government.

The said Government shall immediately forward to all the other Powers a duly certified copy of the notification as well as of the act of accession, mentioning the date on which it received the notification.

ARTICLE 6.

The present Convention shall take effect, in the case of the Powers which were parties to the first deposit of ratifications, sixty days after the date of the Protocol recording such deposit, and, in the case of the Powers which shall ratify subsequently or which shall accede, sixty days after the notification of their ratification or of their accession has been received by the Netherland Government.

ARTICLE 7.

In the event of one of the High Contracting Parties wishing to denounce the present Convention, the denunciation shall be notified in writing to the Netherland Government which shall immediately communicate a duly certified copy of the notification to all the other Powers, informing them of the date on which it was received.

The denunciation shall only operate in respect of the denouncing Power, and only on the expiry of one year after the notification has reached the Netherland Government.

ARTICLE 8.

A register kept by the Netherland Ministry for Foreign Affairs shall record the date of the deposit of ratifications effected in virtue of Article 4, paragraphs 3 and 4, as well as the date on which the notifications of accession (Article 5, paragraph 2) or of denunciation (Article 7, paragraph 1) have been received.

Each Contracting Power is entitled to have access to this register and to be supplied with duly certified extracts from it.

In faith whereof the Plenipotentiaries have appended their signatures to the present Convention.

Done at The Hague, October 18th, 1907, in a single original, which shall remain deposited in the archives of the Netherland Government, and of which duly certified copies shall be sent, through the diplomatic channel, to the Powers invited to the Second Peace Conference.

[This Convention was signed and ratified by Germany, Austria-Hungary, Belgium, France, Great Britain, Japan, Portugal and Russia. It was also signed but not ratified by Bulgaria, Italy, Montenegro, Serbia, and Turkey.]

II.—CONVENTION No. 6.

Convention relative to the Status of Enemy Merchant-ships at the Outbreak of Hostilities.

[THE Contracting Powers at the Conference as enumerated in Convention No. 3 next preceding] anxious to ensure the security of international commerce against the surprises of war, and wishing, in accordance with modern practice, to protect as far as possible operations undertaken in good faith and in process of being carried out before the outbreak of hostilities, have resolved to conclude a Convention to this effect, and have appointed as their Plenipotentiaries, that is to say :

[Names of Plenipotentiaries]

Who, after having deposited their full powers, found to be in good and due form, have agreed upon the following provisions :—

ARTICLE 1.

When a merchant-ship belonging to one of the belligerent Powers is at the commencement of hostilities in an enemy port, it is desirable that it should be allowed to depart freely, either immediately, or after a reasonable number of days of grace, and to proceed, after being furnished with a pass, direct to its port of destination or any other port indicated to it.

The same principle applies in the case of a ship which has left its last port of departure before the commencement of the war and has entered a port belonging to the enemy while still ignorant that hostilities have broken out.

ARTICLE 2.

A merchant-ship which, owing to circumstances beyond its control, may have been unable to leave the enemy port within the period contemplated in the preceding Article, or which was not allowed to leave, may not be confiscated.

The belligerent may merely detain it, on condition of restoring it after the war, without payment of compensation, or he may requisition it on condition of paying compensation.

ARTICLE 3.

Enemy merchant-ships which left their last port of departure before the commencement of the war, and are encountered on the high seas while still ignorant of the outbreak of hostilities may not be confiscated. They are merely liable to be detained on condition that they are restored after the war without payment of compensation ; or to be requisitioned, or even destroyed, on payment of compensation, but in such case provision must be made for the safety of the persons on board as well as the preservation of the ship's papers.

After touching at a port in their own country or at a neutral port, such ships are subject to the laws and customs of naval war.

ARTICLE 4.

Enemy cargo on board the vessels referred to in Articles 1 and 2 is likewise liable to be detained and restored after the war without payment of compensation, or to be requisitioned on payment of compensation, with or without the ship.

The same principle applies in the case of cargo on board the vessels referred to in Article 3.

ARTICLE 5.

The present Convention does not refer to merchant-ships which show by their build that they are intended for conversion into war-ships.

ARTICLE 6.

The provisions of the present Convention do not apply except between Contracting Powers, and then only if all the belligerents are parties to the Convention.

[Articles 7 to 11 of this Convention are identical with Articles 4 to 8 of Convention No. 3 next preceding.

This Convention was signed and ratified by Austria-Hungary, Belgium, France, Great Britain, Japan and Portugal. It was signed and ratified with reservations relating to article 3 and article 4, paragraph 2 by Germany and Russia. It was signed by Bulgaria, Italy, Montenegro, Serbia, and Turkey.]

III.—CONVENTION No. 7.

Convention relative to the Conversion of Merchant-ships into War-ships.

WHEREAS it is desirable, in view of the incorporation in time of war of merchant-ships in the fighting fleet, to define the conditions subject to which this operation may be effected ;

Whereas, however, the Contracting Powers have been unable to come to an agreement on the question whether the conversion of a

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merchant-ship into a war-ship may take place upon the high seas, it is understood that the question of the place where such conversion is effected remains outside the scope of this Agreement and is in no way affected by the following rules ; and

Whereas they are desirous of concluding a Convention to this effect, have appointed as their Plenipotentiaries, that is to say :—

[Names of Plenipotentiaries]

Who, after having deposited their full powers, found to be in good and due form, have agreed upon the following provisions :—

ARTICLE 1.

A merchant-ship converted into a war-ship cannot have the rights and duties appertaining to vessels having that status unless it is placed under the direct authority, immediate control, and responsibility of the Power, the flag of which it flies.

ARTICLE 2.

Merchant-ships converted into war-ships must bear the external marks which distinguish the war-ships of their nationality.

ARTICLE 3.

The commander must be in the service of the State and duly commissioned by the proper authorities. His name must figure on the list of the officers of the fighting fleet.

ARTICLE 4.

The crew must be subject to military discipline.

ARTICLE 5.

Every merchant-ship converted into a war-ship is bound to observe in its operations the laws and customs of war.

ARTICLE 6.

A belligerent who converts a merchant-ship into a war-ship must, as soon as possible, announce such conversion in the list of its war-ships.

ARTICLE 7.

The provisions of the present Convention do not apply except between Contracting Powers, and then only if all the belligerents are parties to the Convention.

[Articles 8 to 12 of this Convention are identical with articles 4 to 8 of Convention No. 3.

This Convention was signed and ratified by Germany, Austria-Hungary, Belgium, France, Great Britain, Japan, Portugal and Russia. It was signed by Bulgaria, Italy, Montenegro, and Serbia, and by Turkey subject to reservations recorded in the Protocols of the Conference.]

IV.—CONVENTION No. 8.

Convention relative to the Laying of Automatic Submarine Contact Mines.

[THE Contracting Powers] inspired by the principle of the freedom of the seas as the common highway of all nations ;

Seeing that, while the existing position of affairs makes it impossible to forbid the employment of automatic submarine contact mines, it is nevertheless expedient to restrict and regulate their employment in order to mitigate the severity of war and to ensure, as far as possible, to peaceful navigation the security to which it is entitled, despite the existence of war ;

Until such time as it may be found possible to formulate rules on the subject which shall ensure to the interests involved all the guarantees desirable ;

Have resolved to conclude a Convention to this effect, and have appointed as their Plenipotentiaries, that is to say :—

[Names of Plenipotentiaries]

Who after having deposited their full powers, found to be in good and due form, have agreed upon the following provisions :—

ARTICLE I.

It is forbidden :—

(1) To lay unanchored automatic contact mines, unless they be so constructed as to become harmless one hour at most after the person who laid them has ceased to control them ;

(2) To lay anchored automatic contact mines which do not become harmless as soon as they have broken loose from their moorings ;

(3) To use torpedoes which do not become harmless when they have missed their mark.

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ARTICLE 2.

The laying of automatic contact mines off the coast and ports of the enemy with the sole object of intercepting commercial shipping is forbidden.

ARTICLE 3.

When anchored automatic contact mines are employed, every possible precaution must be taken for the security of peaceful shipping.

The belligerents undertake to do their utmost to render these mines harmless after a limited time has elapsed, and, should the mines cease to be under observation, to notify the danger zones as soon as military exigencies permit by a notice to mariners, which must also be communicated to the Governments through the diplomatic channel.

ARTICLE 4.

Neutral Powers which lay automatic contact mines off their coast must observe the same rules and take the same precautions as are imposed on belligerents.

The neutral Power must give notice to mariners in advance of the places where automatic contact mines have been laid. This notice must be communicated at once to the Governments through the diplomatic channel.

ARTICLE 5.

At the close of the war, the Contracting Powers undertake to do their utmost to remove the mines which they have laid, each Power removing its own mines.

As regards anchored automatic contact mines laid by one of the belligerents off the coast of the other, their position must be notified to the other party by the Power which laid them, and each Power must proceed with the least possible delay to remove the mines in its own waters.

ARTICLE 6.

The Contracting Powers which do not at present own perfected mines of the description contemplated in the present Convention, and which, consequently, could not at present carry out the rules laid down in Articles 1 and 3, undertake to convert the *matériel* of their mines as soon as possible, so as to bring it into conformity with the foregoing requirements.

ARTICLE 7.

The provisions of the present Convention do not apply except between Contracting Powers, and then only if all the belligerents are parties to the Convention.

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ARTICLE 8.

The present Convention shall be ratified as soon as possible.

The ratifications shall be deposited at The Hague.

The first deposit of ratifications shall be recorded in a Protocol signed by the Representatives of the Powers which take part therein and by the Netherland Minister for Foreign Affairs.

The subsequent deposits of ratifications shall be made by means of a written notification addressed to the Netherland Government and accompanied by the instrument of ratification.

A duly certified copy of the Protocol relating to the first deposit of ratifications, of the notifications mentioned in the preceding paragraph, and of the instruments of ratification, shall be immediately sent, by the Netherland Government, through the diplomatic channel, to the Powers invited to the Second Peace Conference, as well as to the other Powers which have acceded to the Convention. The said Government shall, in the cases contemplated in the preceding paragraph, inform them at the same time of the date on which it received the notification.

ARTICLE 9.

Non-Signatory Powers may accede to the present Convention.

A Power which desires to accede notifies its intention in writing to the Netherland Government, forwarding to it the act of accession, which shall be deposited in the archives of the said Government.

The said Government shall immediately forward to all the other Powers a duly certified copy of the notification, as well as of the act of accession, mentioning the date on which it received the notification.

ARTICLE 10.

The present Convention shall take effect, in the case of the Powers which were parties to the first deposit of ratifications, sixty days after the date of the Protocol recording such deposit, and, in the case of the Powers which shall ratify subsequently or which shall accede, sixty days after the notification of their ratification or of their accession has been received by the Netherland Government.

ARTICLE 11.

The present Convention shall remain in force for seven years, dating from the sixtieth day after the date of the first deposit of ratifications.

Unless denounced, it shall continue in force after the expiry of this period.

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The denunciation shall be notified in writing to the Netherland Government, which shall immediately communicate a duly certified copy of the notification to all the Powers, informing them of the date on which it was received.

The denunciation shall only operate in respect of the denouncing Power, and only on the expiry of six months after the notification has reached the Netherland Government.

ARTICLE 12.

The Contracting Powers agree to reopen the question of the employment of automatic contact mines six months before the expiry of the period contemplated in the first paragraph of the preceding Article, in the event of the question not having been already taken up and settled by the Third Peace Conference.

If the Contracting Powers conclude a fresh Convention relative to the employment of mines, the present Convention shall cease to be applicable from the moment when it comes into force.

ARTICLE 13.

A register kept by the Netherland Ministry for Foreign Affairs shall record the date of the deposit of ratifications effected in virtue of Article 8, paragraphs 3 and 4, as well as the date on which the notifications of accession (Article 9, paragraph 2) or of denunciation (Article 11, paragraph 3) have been received.

Each Contracting Power is entitled to have access to this register and to be supplied with duly certified extracts from it.

In faith whereof the Plenipotentiaries have appended their signatures to the present Convention.

Done at The Hague, October 18th, 1907, in a single original, which shall remain deposited in the archives of the Netherland Government, and of which duly certified copies shall be sent, through the diplomatic channel, to the Powers invited to the Second Peace Conference.

[This Convention was signed by Bulgaria, Italy, and Serbia, and signed and ratified by Austria-Hungary, Belgium and Japan. By Germany and France it was signed and ratified with reservation of Article 2. By Turkey it was signed subject to a reservation recorded in the Protocols. By Great Britain it was signed and ratified subject to the reservation involved in the following declaration:—

In affixing their signatures to the above Convention the British Plenipotentiaries declare that the mere fact that the said Convention does not prohibit a particular act or proceeding must not be held to debar His Britannic Majesty's Government from contesting its legitimacy.]

V.—CONVENTION No. 9.

Convention respecting Bombardments by Naval Forces in Time of War.

[THE Contracting Powers] animated by the desire to realise the wish expressed by the First Peace Conference respecting the bombardment by naval forces of undefended ports, towns, and villages ;

Whereas it is expedient that bombardments by naval forces should be subject to rules of general application to safeguard the rights of the inhabitants and to assure the preservation of the more important buildings, by applying as far as possible to this operation of war the principles of the Regulations of 1899 respecting the Laws and Customs of Land War ; and

Actuated, accordingly, by the desire to serve the interests of humanity and to diminish the severity and disasters of war ;

Have resolved to conclude a Convention to this effect, and have, for this purpose, appointed as their Plenipotentiaries, that is to say :—

[Names of Plenipotentiaries]

Who, after having deposited their full powers, found to be in good and due form, have agreed upon the following provisions :—

CHAPTER I.

BOMBARDMENT OF UNDEFENDED PORTS, TOWNS, VILLAGES,
DWELLINGS, OR BUILDINGS.

ARTICLE 1.

The bombardment by naval forces of undefended ports, towns, villages, dwellings, or buildings is forbidden.

A place may not be bombarded solely on the ground that automatic submarine contact mines are anchored off the harbour.

ARTICLE 2.

Military works, military or naval establishments, depôts of arms or war material, workshops or plant which could be utilised for the needs of the hostile fleet or army, and ships of war in the harbour, are not, however, included in this prohibition. The commander of a naval force may destroy them with artillery, after a summons followed by a reasonable interval of time, if all other means are impossible, and when the local authorities have not themselves destroyed them within the time fixed.

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The commander incurs no responsibility for any unavoidable damage which may be caused by a bombardment under such circumstances.

If for military reasons immediate action is necessary, and no delay can be allowed to the enemy, it is nevertheless understood that the prohibition to bombard the undefended town holds good, as in the case given in the first paragraph, and that the commander shall take all due measures in order that the town may suffer as little harm as possible.

ARTICLE 3.

After due notice has been given, the bombardment of undefended ports, towns, villages, dwellings, or buildings may be commenced, if the local authorities, on a formal summons being made to them, decline to comply with requisitions for provisions or supplies necessary for the immediate use of the naval force before the place in question.

Such requisitions shall be proportional to the resources of the place. They shall only be demanded in the name of the commander of the said naval force, and they shall, as far as possible, be paid for in ready money ; if not, receipts shall be given.

ARTICLE 4.

The bombardment of undefended ports, towns, villages, dwellings, or buildings, on account of failure to pay money contributions, is forbidden.

CHAPTER II.

GENERAL PROVISIONS.

ARTICLE 5.

In bombardments by naval forces all necessary steps must be taken by the commander to spare as far as possible buildings dedicated to public worship, art, science, or charitable purposes, historic monuments, hospitals, and places where the sick or wounded are collected, provided that they are not used at the time for military purposes.

It is the duty of the inhabitants to indicate such monuments, edifices, or places by visible signs, which shall consist of large stiff rectangular panels divided diagonally into two painted triangular portions, the upper portion black, the lower portion white.

ARTICLE 6.

Unless military exigencies render it impossible, the officer in command of an attacking naval force must, before commencing the bombardment, do all in his power to warn the authorities.

ARTICLE 7.

The giving over to pillage of a town or place, even when taken by assault, is forbidden.

CHAPTER III.

FINAL PROVISIONS.

ARTICLE 8.

The provisions of the present Convention do not apply except between Contracting Powers, and then only if all the belligerents are parties to the Convention.

[Articles 9 to 13 of this Convention are identical with Articles 4 to 8 of Convention No. 3.

This Convention was signed by Bulgaria, Italy, Montenegro, Serbia and Turkey. It was signed and ratified by Austria-Hungary, Belgium, Portugal and Russia. By Germany, France, Great Britain and Japan it was signed and ratified subject to a reservation of the second paragraph of Article 1.]

VI.—CONVENTION No. 10.

Convention for the Adaptation of the Principles of the Geneva Convention to Maritime War.

[THE Contracting Powers] animated alike by the desire to diminish as far as depends on them, the inevitable evils of war; and

Wishing with this object to adapt to maritime war the principles of the Geneva Convention of July 6th, 1906;

Have resolved to conclude a Convention for the purpose of revising the Convention of July 29th, 1899, relative to this question, and have appointed as their Plenipotentiaries, that is to say:—

[Names of Plenipotentiaries]

Who, after having deposited their full powers, found to be in good and due form, have agreed upon the following provisions:—

ARTICLE I.

Military hospital-ships, that is to say, ships constructed or adapted by States for the particular and sole purpose of aiding the sick, wounded,

and shipwrecked, the names of which have been communicated to the belligerent Powers at the commencement or during the course of hostilities, and in any case before they are employed, shall be respected, and may not be captured while hostilities last.

Such ships, moreover, are not on the same footing as war-ships, as regards their stay in a neutral port.

ARTICLE 2.

Hospital-ships, equipped wholly or in part at the expense of private individuals or officially recognised relief societies, shall likewise be respected and exempt from capture, if the belligerent Power to which they belong has given them an official commission and has notified their names to the hostile Power at the commencement of or during hostilities, and in any case before they are employed.

Such ships shall be provided with a certificate from the proper authorities declaring that the vessels have been under their control while fitting out and on final departure.

ARTICLE 3.

Hospital-ships, equipped wholly or in part at the expense of private individuals or officially recognised societies of neutral countries, shall be respected and exempt from capture, on condition that they are placed under the orders of one of the belligerents, with the previous consent of their own Government and with the authorisation of the belligerent himself, and on condition also that the latter has notified their name to his adversary at the commencement of or during hostilities, and in any case before they are employed.

ARTICLE 4.

The ships mentioned in Articles 1, 2, and 3 shall afford relief and assistance to the wounded, sick, and shipwrecked of the belligerents without distinction of nationality.

The Governments undertake not to use these ships for any military purpose.

Such vessels must in no wise hamper the movements of the combatants.

During and after an engagement they will act at their own risk and peril.

The belligerents shall have the right to control and search them ; they may refuse to help them, order them off, make them take a certain course, and put a Commissioner on board ; they may even detain them, if the situation is such as to require it.

The belligerents shall, as far as possible, enter in the log of the hospital-ships the orders which they give them.

ARTICLE 5.

Military hospital-ships shall be distinguished by being painted white outside with a horizontal band of green about a metre and a half in breadth.

The ships mentioned in Articles 2 and 3 shall be distinguished by being painted white outside with a horizontal band of red about a metre and a half in breadth.

The boats of the said ships, as also small craft which may be used for hospital work, shall be distinguished by similar painting.

All hospital-ships shall make themselves known by hoisting, with their national flag, the white flag with a red cross provided by the Geneva Convention, and further, if they belong to a neutral State, by flying at the mainmast the national flag of the belligerent under whose orders they are placed.

Hospital-ships which are detained under Article 4 by the enemy must haul down the national flag of the belligerent to whom they belong.

The ships and boats above mentioned which wish to ensure by night the freedom from interference to which they are entitled, must, subject to the assent of the belligerent they are accompanying, take the necessary measures to render their special painting sufficiently plain.

ARTICLE 6.

The distinguishing signs referred to in Article 5 shall only be used, whether in peace or war, for protecting or indicating the ships therein mentioned.

ARTICLE 7.

In the case of a fight on board a war-ship, the sick-bays shall be respected and spared as far as possible.

The said sick-bays and the *matériel* belonging to them remain subject to the laws of war; they cannot, however, be used for any purpose other than that for which they were originally intended, so long as they are required for the sick and wounded.

The commander into whose power they have fallen may, however, if the military situation requires it, apply them to other purposes, after seeing that the sick and wounded on board are properly provided for.

ARTICLE 8.

Hospital-ships and sick-bays of vessels are no longer entitled to protection if they are employed for the purpose of injuring the enemy.

The fact of the staff of the said ships and sick-bays being armed

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for maintaining order and for defending the sick and wounded, and the presence of wireless telegraphy apparatus on board, are not sufficient reasons for withdrawing protection.

ARTICLE 9.

Belligerents may appeal to the charity of the commanders of neutral merchant-ships, yachts, or boats to take the sick and wounded on board and tend them.

Vessels responding to this appeal, and also vessels which may have of their own accord rescued sick, wounded, or shipwrecked men, shall enjoy special protection and certain immunities. In no case may they be captured for the sole reason of having such persons on board; but, subject to any undertaking that may have been given to them, they remain liable to capture for any violations of neutrality they may have committed.

ARTICLE 10.

The religious, medical, and hospital staff of any captured ship is inviolable, and its members may not be made prisoners of war. On leaving the ship they are entitled to remove their own private belongings and surgical instruments.

They shall continue to discharge their duties so far as necessary, and can afterwards leave, when the Commander-in-Chief considers it permissible.

Belligerents must guarantee to the said staff, while in their hands, the same allowances and pay as are given to the staff of corresponding rank in their own navy.

ARTICLE 11.

Sick or wounded sailors, soldiers on board, or other persons officially attached to fleets, or armies whatever their nationality, shall be respected and tended by the captors.

ARTICLE 12.

Any war-ship belonging to a belligerent may demand the surrender of sick, wounded, or shipwrecked men on board military hospital-ships, hospital-ships belonging to relief societies, or to private individuals, merchant-ships, yachts, or boats, whatever the nationality of such vessels.

ARTICLE 13.

If sick, wounded, or shipwrecked persons are taken on board a neutral war-ship, precaution must be taken, so far as possible, that they do not again take part in the operations of the war.

ARTICLE 14.

The sick, wounded, or shipwrecked of one of the belligerents who fall into the power of the other belligerents are prisoners of war. The captor must decide, according to circumstances, whether to keep them, send them to a port of his own country, to a neutral port, or even to an enemy port. In this last case, prisoners thus repatriated may not serve again while the war lasts.

ARTICLE 15.

The sick, wounded, or shipwrecked, who are landed at a neutral port with the consent of the local authorities, must, in default of arrangement to the contrary between the neutral State and the belligerent States, be guarded by the neutral States so as to prevent them from again taking part in the operations of the war.

The expenses of tending them in hospital and interning them shall be borne by the State to which the shipwrecked, sick, or wounded persons belong.

ARTICLE 16.

After every engagement, the two belligerents shall, so far as military interests permit, take steps to look for the sick, wounded, and shipwrecked, and to protect them, as well as the dead, against pillage and improper treatment.

They shall see that the burial, whether by land or sea, or cremation of the dead shall be preceded by a careful examination of the corpse.

ARTICLE 17.

Each belligerent shall send, as early as possible, the military marks or documents of identity found on the dead and a list of the names of the sick and wounded picked up by him to the authorities of their country, navy, or army.

The belligerents shall keep each other informed as to internments and transfers as well as to the admissions into hospital and deaths which have occurred among the sick and wounded in their hands. They shall collect all the objects of personal use, valuables, letters, &c., which may be found in the captured ships, or which may have been left by the sick or wounded who died in hospital, in order to have them forwarded to the persons concerned by the authorities of their own country.

ARTICLE 18.

The provisions of the present Convention do not apply except between Contracting Powers, and then only if all the belligerents are parties to the Convention.

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ARTICLE 19.

The Commander-in-Chief of the belligerent fleets shall give detailed directions for carrying out the preceding Articles and for meeting cases not therein provided for, in accordance with the instructions of their respective Governments and in conformity with the general principles of the present Convention.

ARTICLE 20.

The Signatory Powers shall take the necessary steps in order to bring the provisions of the present Convention to the knowledge of their naval forces, and especially of the members entitled thereunder to immunity, and to make them known to the public.

ARTICLE 21.

The Signatory Powers likewise undertake to enact or to propose to their Legislatures, if their criminal laws are inadequate, the measures necessary for checking in time of war individual acts of pillage and ill-treatment in respect of the sick and wounded in the fleet, as well as for punishing, as an unjustifiable adoption of naval or military marks, the unauthorised use of the distinctive marks mentioned in Article 5 by vessels not protected by the present Convention.

They shall communicate to each other, through the Netherland Government, the enactments for preventing such acts at the latest within five years of the ratification of the present Convention.

ARTICLE 22.

In the case of operations of war between the land and sea forces of belligerents, the provisions of the present Convention are only applicable to the forces on board ship.

ARTICLE 23.

The present Convention shall be ratified as soon as possible.

The ratifications shall be deposited at The Hague.

The first deposit of ratifications shall be recorded in a Protocol signed by the Representatives of the Powers which take part therein and by the Netherland Minister for Foreign Affairs.

The subsequent deposits of ratifications shall be made by means of a written notification, addressed to the Netherland Government and accompanied by the instrument of ratification.

A duly certified copy of the Protocol relating to the first deposit of ratifications, of the notifications mentioned in the preceding paragraph, and of the instruments of ratification, shall be immediately

sent by the Netherland Government through the diplomatic channel to the Powers invited to the Second Peace Conference, as well as to the other Powers which have acceded to the Convention. The said Government shall, in the cases contemplated in the preceding paragraph, inform them at the same time of the date on which it received the notification.

ARTICLE 24.

Non-Signatory Powers which have accepted the Geneva Convention of July 6th, 1906, may accede to the present Convention.

A Power which desires to accede notifies its intention in writing to the Netherland Government, forwarding to it the act of accession, which shall be deposited in the archives of the said Government.

The said Government shall immediately forward to all the other Powers a duly certified copy of the notification, as well as of the act of accession, mentioning the date on which it received the notification.

ARTICLE 25.

The present Convention, duly ratified, shall replace as between Contracting Powers, the Convention of July 29th, 1899, for the adaptation to naval warfare of the principles of the Geneva Convention.

The Convention of 1899 remains in force as between the Powers which signed it but which do not also ratify the present Convention.

ARTICLE 26.

The present Convention shall take effect, in the case of the Powers which were parties to the first deposit of ratifications, sixty days after the date of the Protocol recording such deposit, and, in the case of the Powers which shall ratify subsequently or which shall accede, sixty days after the notification of their ratification or of their accession has been received by the Netherland Government.

ARTICLE 27.

In the event of one of the Contracting Powers wishing to denounce the present Convention, the denunciation shall be notified in writing to the Netherland Government, which shall immediately communicate a duly certified copy of the notification to all the other Powers, informing them of the date on which it was received.

The denunciation shall only operate in respect of the denouncing Power, and only on the expiry of one year after the notification has reached the Netherland Government.

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ARTICLE 28.

A register kept by the Netherland Ministry for Foreign Affairs shall record the date of the deposit of ratifications effected in virtue of Article 23, paragraphs 3 and 4, as well as the date on which the notifications of accession (Article 24, paragraph 2) or of denunciation (Article 27, paragraph 1) have been received.

Each Contracting Power is entitled to have access to this register and to be supplied with duly certified extracts from it.

In faith whereof the Plenipotentiaries have appended their signatures to the present Convention.

Done at The Hague, October 18th, 1907, in a single original, which shall remain deposited in the archives of the Netherland Government, and of which duly certified copies shall be sent, through the diplomatic channel, to the Powers invited to the Second Peace Conference.

[This Convention was signed by Bulgaria, Italy, Montenegro, and Serbia. It was signed and ratified by Germany, Austria-Hungary, Belgium, France, Japan, Portugal and Russia. It was signed by Turkey under reservation of the right admitted by the Peace Conference to employ the Red Crescent. It was signed by Great Britain under reservation of Articles 6 and 21, and of the following Declaration :—

In affixing their signatures to this Convention, the British Plenipotentiaries declare that His Majesty's Government understand Article 12 to apply only to the case of combatants rescued during or after a naval engagement in which they have taken part.]

VII.—CONVENTION No. 11.

Convention relative to certain Restrictions on the Exercise of the Right of Capture in Maritime War.

[The Contracting Powers] recognising the necessity of ensuring more effectively than hitherto the equitable application of law to the international relations of maritime Power in time of war ;

Considering that, for this purpose, it is expedient, in giving up or, if necessary, in harmonising for the common interest certain conflicting practices of long standing, to undertake to codify in regulations of general application the guarantees due to peaceful commerce and legitimate business, as well as the conduct of hostilities by sea ; that it is expedient to lay down in written mutual engagements the principles which have hitherto remained in the uncertain domain of controversy or have been left to the discretion of Governments ;

That a certain number of rules may be made forthwith, without thereby affecting the law now in force with regard to the matters which these rules do not touch ;

Have appointed as their Plenipotentiaries, that is to say:—

[Names of Plenipotentiaries]

Who, after having deposited their full powers, found to be in good and due form, have agreed upon the following provisions:—

CHAPTER I.

POSTAL CORRESPONDENCE.

ARTICLE I.

The postal correspondence of neutrals or belligerents, whatever its official or private character, found on board a neutral or enemy ship on the high seas is inviolable. If the ship is detained, the correspondence is forwarded by the captor with the least possible delay.

The provisions of the preceding paragraph do not, in case of violation of blockade, apply to correspondence proceeding to or from a blockaded port.

ARTICLE 2.

The inviolability of postal correspondence does not exempt a neutral mail-ship from the laws and customs of naval war respecting neutral merchant-ships in general. The ship, however, may not be searched except when absolutely necessary, and then only with as much consideration and expedition as possible.

CHAPTER II.

EXEMPTION FROM CAPTURE OF CERTAIN VESSELS.

ARTICLE 3.

Vessels employed exclusively in coast fisheries, or small boats employed in local trade, together with their appliances, rigging, tackle, and cargo, are exempt from capture.

This exemption no longer applies from the moment that they take any part whatever in hostilities.

The Contracting Powers bind themselves not to take advantage of the harmless character of the said vessels in order to use them for military purposes while preserving their peaceful appearance.

ARTICLE 4.

Vessels employed on religious, scientific, or philanthropic missions are likewise exempt from capture.

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CHAPTER III.

REGULATIONS REGARDING THE CREWS OF ENEMY MERCHANT-SHIPS
CAPTURED BY A BELLIGERENT.

ARTICLE 5.

When an enemy merchant-ship is captured by a belligerent, such of its crew as are subjects or citizens of a neutral State are not made prisoners of war.

The same principle applies in the case of the captain and officers, likewise subjects or citizens of a neutral State, if they give a formal undertaking in writing not to serve on an enemy ship while the war lasts.

ARTICLE 6.

The captain, officers, and members of the crew, if subjects or citizens of the enemy State, are not made prisoners of war, provided that they undertake, on the faith of a written promise, not to engage, while hostilities last, in any service connected with the operations of the war.

ARTICLE 7.

The names of the persons retaining their liberty under the conditions laid down in Article 5, in the second paragraph, and in Article 6, are notified by the belligerent captor to the other belligerent. The latter is forbidden knowingly to employ the said persons.

ARTICLE 8.

The provisions of the three preceding Articles do not apply to ships taking part in hostilities.

CHAPTER IV.

FINAL PROVISIONS.

ARTICLE 9

The provisions of the present Convention do not apply except between Contracting Powers, and then only if all the belligerents are parties to the Convention.

[Articles 10 to 14 of this Convention are identical with Articles 4 to 8 of Convention No. 3.

This Convention was signed and ratified by Germany, Austria-Hungary, Belgium, France, Great Britain, Japan and Portugal. It was also signed by Bulgaria, Italy, Serbia and Turkey.]

VIII.—CONVENTION No. 13.

Convention respecting the Rights and Duties of Neutral Powers in Maritime War.

[THE Contracting Powers] with a view to harmonising the divergent views which still exist as to the relations between neutral Powers and belligerent Powers, in the case of naval war, and with a view to providing for the difficulties to which such divergence of views might give rise ;

Whereas, even if at present measures cannot be framed applicable to all circumstances which may arise in practice, there is nevertheless an undeniable advantage in framing, as far as may be possible, rules of general application to meet the case of war having unfortunately broken out ;

Whereas, in cases not covered by the present Convention, account must be taken of the general principles of the law of nations ;

Whereas, it is desirable that the Powers should issue detailed enactments specifying the consequences of the status of neutrality whenever adopted by them ;

Whereas, there is a recognised obligation on neutral Powers to apply to the several belligerents impartially the rules they have adopted ; and

Whereas, it is in conformity with these ideas that these rules should not, in principle, be altered, in the course of the war, by a neutral Power, except in a case where experience has shown that such change is necessary for the protection of the rights of that Power ;

Have agreed to observe the following rules of general application, which are not meant, however, to modify provisions of existing general Treaties, and have appointed as their Plenipotentiaries, that is to say :—

[Names of Plenipotentiaries]

Who, after having deposited their full powers, found to be in good and due form, have agreed upon the following provisions :—

ARTICLE I.

Belligerents are bound to respect the sovereign rights of neutral Powers and to abstain, in neutral territory or neutral waters, from any act which would, if knowingly permitted by any Power, constitute a violation of neutrality.

ARTICLE 2.

Any act of hostility, including therein capture and the exercise of the right of search, committed by belligerent war-ships in the

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territorial waters of a neutral Power, constitutes a violation of neutrality and is strictly forbidden.

ARTICLE 3.

When a ship has been captured in the territorial waters of a neutral Power, such Power must, if the prize is still within its jurisdiction, employ the means at its disposal to release the prize with its officers and crew, and to intern the prize crew.

If the prize is not within the jurisdiction of the neutral Power, the captor Government, on the demand of the neutral Power, must liberate the prize with its officers and crew.

ARTICLE 4.

A Prize Court cannot be established by a belligerent on neutral territory or on a vessel in neutral waters.

ARTICLE 5.

Belligerents are forbidden to use neutral ports and waters as a base of naval operations against their adversaries ; in particular they may not erect wireless telegraphy stations or any apparatus for the purpose of communicating with the belligerent forces on land or sea.

ARTICLE 6.

The supply, in any manner, directly or indirectly, of war-ships, supplies, or war material of any kind whatever, by a neutral Power to a belligerent Power, is forbidden.

ARTICLE 7.

A neutral Power is not bound to prevent the export or transit, for either belligerent, of arms, munitions of war, or, in general, of anything which could be of use to an army or fleet.

ARTICLE 8.

A neutral Government is bound to employ the means at its disposal to prevent the fitting out or arming of any vessel within its jurisdiction which it has reason to believe is intended to cruise, or engage in hostile operations, against a Power with which that Government is at peace. It is also bound to display the same vigilance to prevent the departure from its jurisdiction of any vessel intended to cruise or engage in hostile operations, which has been adapted entirely or partly within the said jurisdiction for use in war.

ARTICLE 9.

A neutral Power must apply to the two belligerents impartially the conditions, restrictions, or prohibitions issued by it in regard to the admission into its ports, roadsteads, or territorial waters, of belligerent war-ships, or of their prizes.

Nevertheless, a neutral Power may forbid any particular belligerent vessel which has failed to conform to the orders and regulations made by it, or which has violated neutrality, to enter its ports or roadsteads.

ARTICLE 10.

The neutrality of a Power is not affected (*n'est pas compromise*) by the mere passage through its territorial waters of war-ships or prizes belonging to belligerents.

ARTICLE 11.

A neutral Power may allow belligerent war-ships to employ its licensed pilots.

ARTICLE 12.

In default of special provisions to the contrary in the legislation of a neutral Power, belligerent war-ships are not permitted to remain in the ports, roadsteads, or territorial waters of the said Power for more than twenty-four hours, except in the cases covered by the present Convention.

ARTICLE 13.

If a Power which has received notice of the outbreak of hostilities learns that a belligerent war-ship is in one of its ports or roadsteads, or in its territorial waters, it must notify the said ship to depart within twenty-four hours, or within the time prescribed by the local law.

ARTICLE 14.

A belligerent war-ship may not prolong its stay in a neutral port beyond the time permitted except on account of damage or stress of weather. It must depart as soon as the cause of the delay is at an end.

The regulations as to the length of time which such vessels may remain in neutral ports, roadsteads, or waters, do not apply to war-ships devoted exclusively to religious, scientific, or philanthropic purposes.

ARTICLE 15.

In default of special provisions to the contrary in the legislation of a neutral Power, the maximum number of war-ships belonging to a belligerent which may be in one of the ports or roadsteads of that Power simultaneously shall be three.

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ARTICLE 16.

When war-ships belonging to both belligerents are present simultaneously in a neutral port or roadstead, a period of not less than twenty-four hours must elapse between the departure of the ship belonging to one belligerent and the departure of the ship belonging to the other.

The order of departure is determined by the order of arrival, unless the ship which arrived first is so circumstanced that an extension of its stay is permissible.

A belligerent war-ship may not leave a neutral port or roadstead until twenty-four hours after the departure of a merchant-ship flying the flag of its adversary.

ARTICLE 17.

In neutral ports and roadsteads belligerent war-ships may only carry out such repairs as are absolutely necessary to render them seaworthy, and may not add in any manner whatever to their fighting force. The local authorities of the neutral Power shall decide what repairs are necessary, and these must be carried out with the least possible delay.

ARTICLE 18.

Belligerent war-ships may not make use of neutral ports, roadsteads, or territorial waters for replenishing or increasing their supplies of war material or their armament, or for completing their crews.

ARTICLE 19.

Belligerent war-ships may only revictual in neutral ports or roadsteads to bring up their supplies to the peace standard.

Similarly these vessels may only ship sufficient fuel to enable them to reach the nearest port in their own country. They may, on the other hand, fill up their bunkers built to carry fuel, when in neutral countries which have adopted this method of determining the amount of fuel to be supplied.

If, in accordance with the law of the neutral Power, the ships are not supplied with coal within twenty-four hours of their arrival, the duration of their permitted stay is extended by twenty-four hours.

ARTICLE 20.

Belligerent war-ships which have shipped fuel in a port belonging to a neutral Power may not within the succeeding three months replenish their supply in a port of the same Power.

ARTICLE 21.

A prize may only be brought into a neutral port on account of unseaworthiness, stress of weather, or want of fuel or provisions.

It must leave as soon as the circumstances which justified its entry are at an end. If it does not, the neutral Power must order it to leave at once; should it fail to obey, the neutral Power must employ the means at its disposal to release it with its officers and crew and to intern the prize crew.

ARTICLE 22.

A neutral Power must, similarly, release a prize brought into one of its ports under circumstances other than those referred to in Article 21.

ARTICLE 23.

A neutral Power may allow prizes to enter its ports and roadsteads, whether under convoy or not, when they are brought there to be sequestered pending the decision of a Prize Court. It may have the prize taken to another of its ports.

If the prize is convoyed by a war-ship, the prize crew may go on board the convoying ship.

If the prize is not under convoy, the prize crew are left at liberty.

ARTICLE 24.

If, notwithstanding the notification of the neutral Power, a belligerent ship of war does not leave a port where it is not entitled to remain, the neutral Power is entitled to take such measures as it considers necessary to render the ship incapable of putting to sea so long as the war lasts, and the commanding officer of the ship must facilitate the execution of such measures.

When a belligerent ship is detained by a neutral Power, the officers and crew are likewise detained.

The officers and crew so detained may be left in the ship or kept either on another vessel or on land, and may be subjected to such restrictions as it may appear necessary to impose upon them. A sufficient number of men must, however, be always left on board for looking after the vessel.

The officers may be left at liberty on giving their word not to quit the neutral territory without permission.

ARTICLE 25.

A neutral Power is bound to exercise such vigilance as the means at its disposal permit to prevent any violation of the provisions of the above Articles occurring in its ports or roadsteads or in its waters.

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ARTICLE 26.

The exercise by a neutral Power of the rights laid down in the present Convention can under no circumstances be considered as an unfriendly act by one or other belligerent who has accepted the Articles relating thereto.

ARTICLE 27.

The Contracting Powers shall communicate to each other in due course all statutes, orders, and other enactments defining in their respective countries the situation of belligerent war-ships in their ports and waters, by means of a communication addressed to the Government of the Netherlands, and forwarded immediately by that Government to the other Contracting Powers.

ARTICLE 28.

The provisions of the present Convention do not apply except to the Contracting Powers, and then only if all the belligerents are parties to the Convention.

[Articles 29 to 33 of this Convention are identical with Articles 4 to 8 of Convention No. 3.]

This Convention was signed and ratified by Austria-Hungary, Belgium, France, Portugal and Russia. It was signed by Bulgaria, Italy, Montenegro and Serbia. It was signed by Great Britain under reservation of Articles 19 and 23, and by Turkey under a reservation recorded in the Protocols. It was signed and ratified by Germany under reservation of Articles 11, 12, 13, and 20 and by Japan under reservation of Articles 19 and 23.]

 III.

THE DECLARATION OF LONDON.

General Report presented to the Naval Conference on Behalf of its Drafting Committee, and adopted by the Conference on February 25th, 1909.

ON February 27th, 1908, the British Government addressed a circular to various Powers inviting them to meet at a Conference with the object of reaching an agreement as to the definition of the generally recognised principles of international law in the sense of Article 7, paragraph 2, of the Convention signed at The Hague on October 18th, 1907, for the establishment of an International Prize Court. This agreement appeared necessary to the British Government on account of certain divergencies of view which had become apparent at the second Peace Conference in connection with the settlement of various

important questions of international maritime law in time of war. The existence of these divergent views might, it seemed, render difficult the acceptance of the International Prize Court, as the power of this Court would be the more extended in proportion as the rules to be applied by it were more uncertain.

The British Government suggested that the following questions might form the programme of the proposed Conference, and invited the Powers to express their views regarding them in preparatory Memoranda :

(a) *Contraband, including the circumstances under which particular articles can be considered as contraband ; the penalties for their carriage ; the immunity of a ship from search when under convoy ; and the rules with regard to compensation where vessels have been seized but have been found in fact only to be carrying innocent cargo ;*

(b) *Blockade, including the questions as to the locality where seizure can be effected, and the notice that is necessary before a ship can be seized ;*

(c) *The doctrine of continuous voyage in respect both of contraband and of blockade ;*

(d) *The legality of the destruction of neutral vessels prior to their condemnation by a prize court ;*

(e) *The rules as to neutral ships or persons rendering " unneutral service " (" assistance hostile ") ;*

(f) *The legality of the conversion of a merchant-vessel into a war-ship on the high seas ;*

(g) *The rules as to the transfer of merchant-vessels from a belligerent to a neutral flag during or in contemplation of hostilities ;*

(h) *The question whether the nationality or the domicile of the owner should be adopted as the dominant factor in deciding whether property is enemy property.*

The invitations were accepted, and the Conference met on the 4th December last. The British Government had been so good as to assist its deliberations by presenting a collection of papers which quickly became known among us by the name of *The Red Book*, and which, after a short introduction, contains a " Statement of the views expressed by the Powers in their Memoranda, and observations intended to serve as a basis for the deliberations of the Conference." These are the " bases of discussion " which served as a starting-point for the examination of the chief questions of existing international maritime law. The Conference could not but express its gratitude for this valuable preparatory work, which was of great assistance to it. It made it possible to observe, in the first place, that the divergencies in the practices and doctrines of the different countries were perhaps less wide than was generally believed, that the essential ideas were often the same in all countries, and that the methods of application alone

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varied with traditions or prejudices, with permanent or accidental interests. It was, therefore, possible to extract a common element which it could be agreed to recommend for uniform application. This is the end to which the efforts of the different Delegations tended, and they vied with one another in their zeal in the search for the grounds of a common understanding. Their efforts were strenuous, as is shown by the prolonged discussions of the Conference, the Grand Committee, and the Examining Committees, and by the numerous proposals which were presented. Sailors, diplomatists, and jurists cordially co-operated in a work the description of which, rather than a final estimate of its essential value, is the object of this Report, as our impartiality might naturally be suspected.

The body of rules contained in the *Declaration*, which is the result of the deliberations of the Naval Conference, and which is to be entitled *Declaration concerning the laws of naval war*, answers well to the desire expressed by the British Government in its invitation of February, 1908. The questions in the programme are all settled except two, with regard to which explanations will be given later. The solutions have been extracted from the various views or practices which prevail, and represent what may be called the *media sententia*. They are not always in absolute agreement with the views peculiar to each country, but they shock the essential ideas of none. They must not be examined separately, but as a whole, otherwise there is a risk of the most serious misunderstandings. In fact, if one or more isolated rules are examined either from the belligerent or the neutral point of view, the reader may find that the interests with which he is especially concerned are jeopardised by the adoption of these rules. But they have another side. The work is one of compromise and mutual concessions. Is it, as a whole, a good one?

We confidently hope that those who study it seriously will answer that it is. The Declaration puts uniformity and certainty in the place of the diversity and obscurity from which international relations have too long suffered. The Conference has tried to reconcile in an equitable and practical way the rights of belligerents with those of neutral commerce; it consists of Powers whose conditions, from the political, economic, and geographical points of view, vary considerably. There is therefore reason to suppose that the rules on which these Powers have agreed take sufficient account of the different interests involved, and hence may be accepted without objection by all the others.

The Preamble of the Declaration summarises the general ideas just set forth.

Having regard to the terms in which the British Government invited various Powers to meet in conference in order to arrive at an agreement

as to what are the generally recognised rules of international law within the meaning of Article 7 of the Convention of the 18th October, 1907, relative to the establishment of an International Prize Court ;

Recognising all the advantages which an agreement as to the said rules would present in the unfortunate event of a naval war, both as regards peaceful commerce and as regards the belligerents and their diplomatic relations with neutral Governments ;

Having regard to the divergence often found in the methods by which it is sought to apply in practice the general principles of international law ;

Animated by the desire to insure henceforward a greater measure of uniformity in this respect ;

Hoping that a work so important to the common welfare will meet with general approval.

What is the scope of application of the rules thus laid down ? They must be observed in the relations between the signatory parties, since those parties acknowledge them as principles of recognised international law and, besides, expressly bind themselves to secure the benefit of them for one another. The Signatory Powers who are or will be parties to the Convention establishing the International Prize Court will have, besides, an opportunity of having these rules applied to disputes in which they are concerned, whether the Court regards them as generally recognised rules, or takes account of the pledge given to observe them. It is, moreover, to be hoped that these rules will before long be accepted by the majority of States, who will recognise the advantage of substituting exact provisions for more or less indefinite usages which tend to give rise to controversy.

It has been said above that two points in the programme of the Conference were not decided.

1. The programme mentions under head (f) : *the legality of the conversion of a merchant-vessel into a war-ship on the high seas.* The conflicting views on this subject which became apparent at the Conference of The Hague in 1907, have recurred at the present Conference. It may be concluded, both from the statements in the Memoranda and from the discussion, that there is no generally accepted rule on this point, nor do there appear to be any precedents which can be adduced. Though the two opposite opinions were defended with great warmth, a lively desire for an understanding was expressed on all sides ; everybody was at least agreed that it would be a great advantage to put an end to uncertainty. Serious efforts were made to do justice to the interests espoused by both sides, but these unfortunately failed. A subsidiary question dependent on the previous one, on which, at one moment, it appeared possible to come to an agreement, is that of *reconversion*. According to one proposal, it was to be laid

down that "merchant vessels converted into war-ships cannot be reconverted into merchant vessels during the whole course of the war." The rule was absolute, and made no distinction as regards the place where reconversion could be effected; it was dictated by the idea that such conversion would always have disadvantages, would be productive of surprises, and lead to actual frauds. As unanimity in favour of this proposal was not forthcoming, a subsidiary one was brought forward, viz., "the conversion of a war-ship into a merchant vessel on the high seas is forbidden during the war." The case had in view was that of a war-ship (generally a recently converted merchant vessel) doffing its character so as to be able freely to revictual or refit in a neutral port without being bound by the restrictions imposed on war-ships. Will not the position of the neutral State between two belligerents be delicate, and will not such State expose itself to reproach whether it treats the newly converted ship as a merchant vessel or as a war-ship? Agreement might perhaps have been reached on this proposal, but it seemed very difficult to deal with this secondary aspect of a question which there was no hope of settling as a whole. This was the decisive reason for the rejection of all proposals.

The question of conversion on the high seas and that of reconversion therefore remains open.

2. Under head (h), the British Programme mentions: *the question whether the nationality or the domicile of the owner should be adopted as the dominant factor in deciding whether property is enemy property.* This question was subjected to a searching examination by a special Committee, which had to acknowledge the uncertainty of actual practice; it was proposed to put an end to this by the following provisions:—

"The neutral or enemy character of goods found on board an enemy vessel is determined by the neutral or enemy nationality of their owner, or, if he is of no nationality or of double nationality (*i.e.*, both neutral and enemy), by his domicile in a neutral or enemy country;

"Provided that goods belonging to a limited liability or joint stock company are considered as neutral or enemy according as the company has its headquarters in a neutral or enemy country."

Unanimity not being forthcoming, these provisions remained without effect.

We now reach the explanation of the Declaration itself, on which we shall try, by summarising the Reports already approved by the Conference, to give an exact and uncontroversial commentary; this, when it has become an official commentary by receiving the approval of the Conference, may serve as a guide to the different authorities—administrative, military, and judicial—who may be called on to apply it.

PRELIMINARY PROVISION.

The Signatory Powers are agreed that the rules contained in the following Chapters correspond in substance with the generally recognised principles of international law.

This provision dominates all the rules which follow. Its spirit has been indicated in the general remarks to be found at the beginning of this Report. The purpose of the Conference has, above all, been to note, to define, and, where needful, to complete what might be necessary as customary law.

CHAPTER I.

BLOCKADE IN TIME OF WAR.

Blockade is here regarded solely as an operation of war, and there is no intention of touching in any way on what is called *pacific blockade*.

ARTICLE 1.

A blockade must not extend beyond the ports and coasts belonging to or occupied by the enemy.

Blockade, as an operation of war, can be directed by a belligerent only against his adversary. This very simple rule is laid down at the start, but its full scope is apparent only when it is read in connection with Article 18.

ARTICLE 2.

In accordance with the Declaration of Paris of 1856, a blockade, in order to be binding, must be effective—that is to say, it must be maintained by a force sufficient really to prevent access to the enemy coastline.

The first condition necessary to render a blockade binding is that it should be effective. There has been universal agreement on this subject for a long time. As for the definition of an effective blockade, we thought that we had only to adopt the one to be found in the Declaration of Paris of April 16th, 1856, which, conventionally, binds a great number of States, and is in fact accepted by the rest.

ARTICLE 3.

The question whether a blockade is effective is a question of fact.

It is easily to be understood that difficulties often arise on the question whether a blockade is effective or not ; opposing interests are at stake. The blockading belligerent wishes to economise his efforts, and neutrals desire their trade to be as little hampered as possible.

Diplomatic protests have sometimes been made on this subject. The point may be a delicate one, because no absolute rule can be laid down as to the number and position of the blockading ships. All depends on matters of fact and geographical conditions. In one case a single ship will suffice to blockade a port as effectively as possible, whereas in another a whole fleet may not be enough really to prevent access to one or more ports declared to be blockaded. It is therefore essentially a *question of fact*, to be decided on the merits of each case, and not according to a formula drawn up beforehand. Who shall decide it? The judicial authority. This will be, in the first place, the national tribunal which is called on to pronounce as to validity of the prize and which the vessel captured for breach of blockade can ask to declare the capture void, because the blockade, not being effective, was not binding. This resort has always existed; it may not always have given satisfaction to the Powers concerned, because they may have thought that the national tribunal was rather naturally led to consider effective the blockade declared to be so by its Government. But, when the International Prize Court Convention comes into force, there will be an absolutely impartial tribunal, to which neutrals may apply, and which will decide whether, in a given case, the blockade was effective or not. The possibility of this resort, besides allowing certain injustices to be redressed, will most likely have a preventive effect, in that a Government will take care to establish its blockades in such a way that their effect cannot be annulled by decisions which would inflict on it a heavy loss. The full scope of Article 3 is thus seen when it is understood that the question with which it deals must be settled by a Court. The foregoing explanation is inserted in the Report at the request of the Committee, in order to remove all possibility of misunderstanding.

ARTICLE 4.

A blockade is not regarded as raised if the blockading force is temporarily withdrawn on account of stress of weather.

It is not enough for a blockade to be established: it must be maintained. If it is raised it may be re-established, but this requires the observance of the same formalities as though it were established for the first time. By tradition, a blockade is not regarded as raised when it is in consequence of stress of weather that the blockading forces are temporarily withdrawn. This is laid down in Article 4. It must be considered limitative in the sense that stress of weather is the only form of compulsion which can be alleged. If the blockading forces were withdrawn for any other reason, the blockade would be regarded as raised, and, if it were resumed, Articles 12 (last rule) and 13 would apply.

ARTICLE 5.

A blockade must be applied impartially to the ships of all nations.

Blockade, as an operation of lawful warfare, must be respected by neutrals in so far as it really remains an operation of war which has the object of interrupting all commercial relations with the blockaded port. It may not be made the means of allowing a belligerent to favour the vessels of certain nations by letting them pass. This is the point of Article 5.

ARTICLE 6.

The commander of a blockading force may give permission to a war-ship to enter, and subsequently to leave, a blockaded port.

Does the prohibition which applies to all merchant vessels apply also to war-ships? No definite reply can be given. The commander of the blockading forces may think it useful to cut off all communication with the blockaded place, and refuse access to neutral war-ships; no rule is imposed on him. If he lets them in, it is as a matter of courtesy. If a rule has been drawn up merely to lay down this it is in order that it may not be claimed that a blockade has ceased to be effective on account of leave granted to such and such neutral war-ships.

The blockading commander must act impartially, as stated in Article 5. Nevertheless, the mere fact that he has let a war-ship pass does not oblige him to let pass all neutral war-ships which may come. It is a question of judgment. The presence of a neutral war-ship in a blockaded port may not have the same consequences at all stages of the blockade, and the commander must be left free to judge whether he can be courteous without making any sacrifice of his military interests.

ARTICLE 7.

In circumstances of distress, acknowledged by an officer of the blockading force, a neutral vessel may enter a place under blockade, and subsequently leave it, provided that she has neither discharged nor shipped any cargo there.

Distress can explain the entrance of a neutral vessel into a blockaded place, for instance, if she is in want of food or water, or needs immediate repairs. As soon as her distress is acknowledged by an authority of the blockading force, she may cross the line of blockade; it is not a favour which she has to ask of the humanity or courtesy of the blockading authority. The latter may deny the state of distress, but when once it is proved to exist, the consequence follows of itself. The vessel which has thus entered the blockaded port will not be obliged to remain there for the whole duration of the blockade; she may leave as soon as she is fit to do so, when she has obtained the food or water which she needs, or when she has been repaired. But the leave

granted to her must not be made an excuse for commercial transactions ; therefore she is forbidden to discharge or ship any cargo.

It is needless to say that a blockading squadron which insisted on preventing a vessel in distress from passing, might do so if she afforded her the help which she needed.

ARTICLE 8.

A blockade, in order to be binding, must be declared in accordance with Article 9, and notified in accordance with Articles 11 and 16.

Independently of the condition prescribed by the Declaration of Paris that it must be effective, a blockade, to be binding, must be *declared and notified*. Article 8 confines itself to laying down the principle which is applied by the following Articles.

To remove all possibility of misunderstanding it is enough to define clearly the meaning of these two expressions, which will frequently be used. The *declaration of blockade* is the act of the competent authority (a Government or commander of a squadron) stating that a blockade is, or is about to be, established under conditions to be specified (Article 9). The *notification* is the fact of bringing the declaration of blockade to the knowledge of the neutral Powers or of certain authorities (Article 11).

These two things—declaration and notification—will in most cases be done previously to the enforcement of the rules of blockade, that is to say, to the real prohibition of passage. Nevertheless, as we shall see later, it is sometimes possible for passage to be forbidden by the very fact of the blockade which is brought to the knowledge of a vessel approaching a blockaded port by means of a *notification* which is *special*, whereas the notification which has just been defined, and which is spoken of in Article 11, is of a general character.

ARTICLE 9.

A declaration of blockade is made either by the blockading Power or by the naval authorities acting in its name.

It specifies :—

- (1) *The date when the blockade begins ;*
- (2) *The geographical limits of the coastline under blockade ;*
- (3) *The period within which neutral vessels may come out.*

The declaration of blockade in most cases emanates from the belligerent Government itself. That Government may have left the commander of its naval forces free himself to declare a blockade according to the circumstances. There will not, perhaps, be as much reason as formerly to give this discretion, because of the ease and rapidity of communication. This, being merely an internal question, matters little.

The declaration of blockade must specify certain points which it is in the interest of neutrals to know, in order to be aware of the extent of their obligations. The moment from which it is forbidden to communicate with the blockaded place must be exactly known. It is important, as affecting the obligations both of the blockading Power and of neutrals, that there should be no uncertainty as to the places really blockaded. Finally, the custom has long been established of allowing neutral vessels which are in the blockaded port to leave it. This custom is here confirmed, in the sense that the blockading Power *must allow* a period within which vessels may leave; the length of this period is not fixed, because it clearly depends on very varying circumstances, but it is understood that the period should be *reasonable*.

ARTICLE 10.

If the operations of the blockading Power, or of the naval authorities acting in its name, do not tally with the particulars, which, in accordance with Article 9 (1) and (2), must be inserted in the declaration of blockade, the declaration is void, and a new declaration is necessary in order to make the blockade operative.

The object of this Article is to insure the observance of Article 9. Supposing the declaration of blockade contains statements which do not tally with the actual facts; it states that the blockade began, or will begin, on such a day, whereas, in fact, it only began several days later. Its geographical limits are inaccurately given; they are wider than those within which the blockading forces are operating. What shall be the sanction? The nullity of the declaration of blockade, which prevents it from being operative. If then, in such a case, a neutral vessel is captured for breach of blockade, she can refer to the nullity of the declaration of blockade as a plea for the nullity of the capture; if her plea is rejected by the national tribunal, she can appeal to the International Court.

To avoid misunderstandings, the significance of this provision must be noticed. The declaration states that the blockade begins on February 1st, it really only begins on the 8th. It is needless to say that the declaration had no effect from the 1st to the 8th, because at that time there was no blockade at all; the declaration states a fact, but does not take the place of one. The rule goes further: the declaration shall not even be operative from the 8th onwards; it is definitely void, and another must be made.

There is no question here of cases where Article 9 is disregarded by neglect to allow neutral vessels in the blockaded port time to leave it. The sanction could not be the same. There is no reason to annul the declaration as regards neutral vessels wishing to enter the blockaded

port. A special sanction is needed in that case, and it is provided by Article 16, paragraph 2.

ARTICLE 11.

A declaration of blockade is notified :—

(1) *To neutral Powers, by the blockading Power by means of a communication addressed to the Governments direct, or to their representatives accredited to it ;*

(2) *To the local authorities, by the officer commanding the blockading force. The local authorities will, in turn, inform the foreign consular officers at the port or on the coastline under blockade as soon as possible.*

A declaration of blockade is not valid unless notified. The observance of a rule can only be required by those who have the opportunity of knowing it.

Two notifications must be made :—

(1) The first is addressed to neutral Powers by the belligerent Power, which communicates it to the Governments themselves or to their representatives accredited to it. The communication to the Governments will in most cases be made through the diplomatic agents ; it might happen that a belligerent had no diplomatic relations with a neutral country ; he will then address himself, ordinarily by telegraph, directly to the Government of that country. It is the duty of the neutral Governments advised of the declaration of blockade to take the necessary measures to despatch the news to the different parts of their territory, especially their ports.

(2) The second notification is made by the commander of the blockading force to the local authorities. These must inform, as soon as possible, the foreign Consuls residing at the blockaded place or on the blockaded coastline. Those authorities would be responsible for the neglect of this obligation. Neutrals might suffer loss from the fact of not having been informed of the blockade in sufficient time.

ARTICLE 12.

The rules as to declaration and notification of blockade apply to cases where the limits of a blockade are extended, or where a blockade is re-established after having been raised.

Supposing a blockade is extended beyond its original limits : as regards the new part, it is a new blockade, and, in consequence, the rules as to declaration and notification must be applied to it. The same is true in cases where a blockade is re-established after having been raised ; the fact that a blockade has already existed in the same locality must not be taken into account.

ARTICLE 13.

The voluntary raising of a blockade, as also any restriction in the limits of a blockade, must be notified in the manner prescribed by Article 11.

If it is indispensable to know of the establishment of a blockade, it would at least be useful for the public to be told of its raising, since it puts an end to the restrictions imposed on the relations of neutrals with the blockaded port. It has therefore been thought fit to ask the Power which raises a blockade to make known the fact in the form in which it has notified the establishment of the blockade (Article 11). Only it must be observed that the sanction could not be the same in the two cases. To ensure the notification of the declaration of blockade there is a direct and adequate sanction: an unnotified blockade is not binding. In the case of the raising there can be no parallel to this. The public will really gain by the raising, even without being told of it officially. The blockading Power which did not notify the raising would expose itself to diplomatic remonstrances on the ground of the non-fulfilment of an international duty. This non-fulfilment will have more or less serious consequences, according to circumstances. Sometimes the raising of the blockade will really have become known at once, and official notification would add nothing to this effective publicity.

It is needless to add that only the *voluntary* raising of a blockade is here in question; if the blockading force has been driven off by the arrival of enemy forces, it cannot be held bound to make known its defeat, which its adversary will undertake to do without delay. Instead of raising a blockade, a belligerent may confine himself to restricting it; he only blockades one port instead of two. As regards the port which ceases to be included in the blockade, it is a case of voluntary raising, and consequently the same rule applies.

ARTICLE 14.

The liability of a neutral vessel to capture for breach of blockade is contingent on her knowledge, actual or presumptive, of the blockade.

For a vessel to be liable to capture for breach of blockade, the first condition is that she must be aware of the blockade, because it is not just to punish some one for breaking a rule which he does not know. Nevertheless, there are circumstances in which, even in the absence of proof of actual knowledge, knowledge may be presumed, the right of rebutting this presumption being always reserved to the party concerned (Article 15).

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ARTICLE 15.

Failing proof to the contrary, knowledge of the blockade is presumed if the vessel left a neutral port subsequently to the notification of the blockade to the Power to which such port belongs, provided that such notification was made in sufficient time.

A vessel has left a neutral port subsequently to the notification of the blockade made to the Powers to which the port belongs. Was this notification made in sufficient time, that is to say, so as to reach the port in question, where it had to be published by the port authorities? That is a question of fact to be examined. If it is settled affirmatively, it is natural to suppose that the vessel was aware of the blockade at the time of her departure. This presumption is not however absolute, and the right to adduce proof to the contrary is reserved. It is for the incriminated vessel to furnish it, by showing that circumstances existed which explain her ignorance.

ARTICLE 16.

If a vessel approaching a blockaded port has no knowledge, actual or presumptive, of the blockade, the notification must be made to the vessel itself by an officer of one of the ships of the blockading force. This notification should be entered in the vessel's logbook, and must state the day and hour, and the geographical position of the vessel at the time.

If through the negligence of the officer commanding the blockading force no declaration of blockade has been notified to the local authorities, or, if in the declaration, as notified, no period has been mentioned within which neutral vessels may come out, a neutral vessel coming out of the blockaded port must be allowed to pass free.

A vessel is supposed to be approaching a blockaded port without its being possible to tell whether she knows or is presumed to know of the existence of the blockade; no notification in the sense of Article 11 has reached her. In that case a special notification is necessary in order that the vessel may be duly informed of the fact of the blockade. This notification is made to the vessel herself by an officer of one of the war-ships of the blockading force, and is entered on the vessel's logbook. It may be made to the vessels of a convoyed fleet by a neutral war-ship through the commander of the convoy, who acknowledges receipt of it and takes the necessary measures to have the notification entered on the logbook of each vessel. The entry notes the time and place where it is made, and the names of the blockaded places. The vessel is prevented from passing, and the blockade is thus made *binding* for her, though not *previously* notified; this adverb is therefore omitted in Article 8. It cannot be admitted that a merchant vessel should claim to disregard a real blockade, and to break it for the sole reason that she was not personally aware of it. But, though

she may be prevented from passing, she may only be captured when she tries to break blockade after receiving the notification. This special notification is seen to play a very small part, and must not be confused with the special notification absolutely insisted on by the practice of certain navies.

What has just been said refers to the vessel coming in. The vessel leaving the blockaded port must also be considered. If a regular notification of the blockade has been made to the local authorities (Article 11 (2)), the position is simple; the vessel is, or is presumed to be, aware of the blockade, and is therefore liable to capture in case she has not kept to the period for leaving allowed by the blockading Power. But it may happen that no declaration of blockade has been notified to the local authorities, or that that declaration has contained no mention of the period allowed for leaving, in spite of the rule prescribed by Article 9 (3). The sanction of the blockading Power's offence is that the vessel must be allowed to go free. It is a strong sanction, which corresponds exactly with the nature of the offence committed, and will be the best means of preventing its commission.

It is needless to say that this provision only concerns vessels to which the period allowed for leaving would have been of use—that is to say, neutral vessels which were in the port at the time when the blockade was established; it has nothing to do with vessels which are in the port after having broken blockade.

The commander of the blockading squadron may always repair his omission or mistake, make a notification of the blockade to the local authorities, or complete that which he has already made.

As is seen from these explanations, the most ordinary case is assumed—that in which the absence of notification implies negligence on the part of the commander of the blockading forces. The situation is clearly altogether changed if the commander has done all in his power to make the notification, but has been prevented from doing so by lack of good-will on the part of the local authorities, who have intercepted all communications from outside. In that case he cannot be forced to let pass vessels which wish to leave, and which, in the absence of the prescribed notification and of presumptive knowledge of the blockade, are in a position similar to that contemplated in Article 16, paragraph 1.

ARTICLE 17.

Neutral vessels may not be captured for breach of blockade except within the area of operations of the war-ships detailed to render the blockade effective.

The other condition of the liability of a vessel to capture is that she should be found within the area of operations of the war-ships

detailed to make the blockade effective; it is not enough that she should be on her way to the blockaded port.

As for what constitutes the *area of operations*, an explanation has been given which has been universally accepted, and is quoted here as furnishing the best commentary on the rule laid down by Article 17 :

“ When a Government decides to undertake blockading operations against some part of the enemy coast it details a certain number of war-ships to take part in the blockade, and intrusts the command to an officer whose duty is to use them for the purpose of making the blockade effective. The commander of the naval force thus formed posts the ships at his disposal according to the line of the coast and the geographical position of the blockaded places, and instructs each ship as to the part which she has to play, and especially as to the zone which she is to watch. All the zones watched taken together, and so organised as to make the blockade effective, form the area of operations of the blockading naval force.

“ The area of operations so constituted is intimately connected with the effectiveness of the blockade, and also with the number of ships employed on it.

“ Cases may occur in which a single ship will be enough to keep a blockade effective—for instance, at the entrance of a port, or at the mouth of a river with a small estuary, so long as circumstances allow the blockading ship to stay near enough to the entrance. In that case the area of operations is itself near the coast. But, on the other hand, if circumstances force her to remain far off, one ship may not be enough to secure effectiveness, and to maintain this she will then have to be supported by others. From this cause the area of operations becomes wider, and extends further from the coast. It may therefore vary with circumstances, and with the number of blockading ships, but it will always be limited by the condition that effectiveness must be assured.

“ It does not seem possible to fix the limits of the area of operations in definite figures, any more than to fix beforehand and definitely the number of ships necessary to assure the effectiveness of any blockade. These points must be settled according to circumstances in each particular case of a blockade. This might perhaps be done at the time of making the declaration.

“ It is clear that a blockade will not be established in the same way on a defenceless coast as on one possessing all modern means of defence. In the latter case there could be no question of enforcing a rule such as that which formerly required that ships should be stationary and sufficiently close to the blockaded places; the position would be too dangerous for the ships of the blockading

force which, besides, now possess more powerful means of watching effectively a much wider zone than formerly.

“The area of operations of a blockading naval force may be rather wide, but as it depends on the number of ships contributing to the effectiveness of the blockade, and is always limited by the condition that it should be effective, it will never reach distant seas where merchant vessels sail which are, perhaps, making for the blockaded ports, but whose destination is contingent on the changes which circumstances may produce in the blockade during their voyage. To sum up, the idea of the area of operations joined with that of effectiveness, as we have tried to define it, that is to say, including the zone of operations of the blockading forces, allows the belligerent effectively to exercise the right of blockade which he admittedly possesses and, on the other hand, saves neutrals from exposure to the drawbacks of blockade at a great distance, while it leaves them free to run the risk which they knowingly incur by approaching points to which access is forbidden by the belligerent.”

ARTICLE 18.

The blockading forces must not bar access to neutral ports or coasts.

This rule has been thought necessary the better to protect the commercial interests of neutral countries; it completes Article 1, according to which a blockade must not extend beyond the ports and coasts of the enemy, which implies that, as it is an operation of war, it must not be directed against a neutral port, in spite of the importance to a belligerent of the part played by that neutral port in supplying his adversary.

ARTICLE 19.

Whatever may be the ulterior destination of a vessel or of her cargo, she cannot be captured for breach of blockade, if, at the moment, she is on her way to a non-blockaded port.

It is the true destination of the vessel which must be considered when a breach of blockade is in question, and not the ulterior destination of the cargo. Proof or presumption of the latter is therefore not enough to justify the capture, for breach of blockade, of a ship actually bound for an unblockaded port. But the cruiser might always prove that this destination to an unblockaded port is only apparent, and that in reality the immediate destination of the vessel is the blockaded port.

ARTICLE 20.

A vessel which has broken blockade outwards, or which has attempted to break blockade inwards, is liable to capture so long as she is pursued by a ship of the blockading force. If the pursuit is abandoned, or if the blockade is raised, her capture can no longer be effected.

A vessel has left the blockaded port or tried to enter it. Shall she remain indefinitely liable to capture? To reply by an absolute affirmative would be to go too far. This vessel must remain liable to capture so long as she is pursued by a ship of the blockading force; it would not be enough for her to be encountered by a cruiser of the blockading enemy which did not belong to the blockading squadron. The question whether or not the pursuit is abandoned is one of fact; it is not enough that the vessel should take refuge in a neutral port. The ship which is pursuing her can wait till she leaves it, so that the pursuit is necessarily suspended, but not abandoned. Capture is no longer possible when the blockade has been raised.

ARTICLE 21.

A vessel found guilty of breach of blockade is liable to condemnation. The cargo is also condemned, unless it is proved that at the time of the shipment of the goods the shipper neither knew nor could have known of the intention to break the blockade.

The vessel is condemned in all cases. The cargo is also condemned on principle, but the interested party is allowed to oppose a plea of good faith, that is to say, to prove that, when the goods were shipped, the shipper did not know and could not have known of the intention to break the blockade.

CHAPTER II.

CONTRABAND OF WAR.

This chapter is one of the most, if not the most, important of the Declaration. It deals with a matter which has sometimes given rise to serious disputes between belligerents and neutrals. Therefore regulations to establish exactly the rights and duties of each have often been urgently called for. Peaceful trade may be grateful for the precision with which a subject of the highest importance to its interests is now for the first time treated.

The notion of contraband of war connotes two elements: it concerns objects of a certain kind and with a certain destination. Cannons, for instance, are carried in a neutral vessel. Are they contraband? That depends: if they are destined for a neutral Government—no;

if they are destined for an enemy Government—yes. The trade in certain articles is by no means generally forbidden during war; it is the trade with the enemy in these articles which is illicit, and against which the belligerent to whose detriment it is carried on may protect himself by the measures allowed by international law.

Articles 22 and 24 enumerate the articles which may be contraband of war, and which are so in fact when they have a certain destination laid down in Articles 30 and 33. The traditional distinction between *absolute* and *conditional* contraband is maintained: Articles 22 and 30 refer to the former, and Articles 24 and 33 to the latter.

ARTICLE 22.

The following articles may, without notice, be treated as contraband of war, under the name of absolute contraband:*

(1) *Arms of all kinds, including arms for sporting purposes, and their distinctive component parts.*

(2) *Projectiles, charges, and cartridges of all kinds, and their distinctive component parts.*

(3) *Powder and explosives specially prepared for use in war.*

(4) *Gun-mountings, limber-boxes, limbers, military waggons, field forges and their distinctive component parts.*

(5) *Clothing and equipment of a distinctively military character.*

(6) *All kinds of harness of a distinctively military character.*

(7) *Saddle, draught, and pack animals suitable for use in war.*

(8) *Articles of camp equipment, and their distinctive component parts.*

(9) *Armour plates.*

(10) *War-ships, including boats and their distinctive component parts of such a nature that they can only be used on a vessel of war.*

(11) *Implements and apparatus designed exclusively for the manufacture of munitions of war, for the manufacture or repair of arms, or war material for use on land or sea.*

This list is that drawn up at the second Peace Conference by the Committee charged with the special study of the question of contraband. It was the result of mutual concessions, and it has not seemed wise to reopen discussion on this subject for the purpose either of cutting out or of adding articles.

The words *de plein droit* (without notice) imply that the provision becomes operative by the mere fact of the war, and that no declaration by the belligerents is necessary. Trade is already warned in time of peace.

* In view of the difficulty of finding an exact equivalent in English for the expression "de plein droit," it has been decided to translate it by the words "without notice," which represent the meaning attached to it by the draftsman of the present General Report.

ARTICLE 23.

Articles exclusively used for war may be added to the list of absolute contraband by a declaration, which must be notified.

Such notification must be addressed to the Governments of other Powers, or to their representatives accredited to the Power making the declaration. A notification made after the outbreak of hostilities is addressed only to neutral Powers.

Certain discoveries or inventions might make the list in Article 22 insufficient. An addition may be made to it on condition that it concerns articles *exclusively used for war*. This addition must be notified to the other Powers, which will take the necessary measures to inform their subjects of it. In theory the notification may be made in time of peace or of war. The former case will doubtless rarely occur because a State which made such a notification might be suspected of meditating a war; it would, nevertheless, have the advantage of informing trade beforehand. There was no reason for making it impossible.

The right given to a Power to make an addition to the list by a mere declaration has been thought too wide. It should be noticed that this right does not involve the dangers supposed. In the first place it is understood that the declaration is only operative for the Power which makes it, in the sense that the article added will only be contraband for it, as a belligerent; other States may, of course, also make a similar declaration. The addition may only refer to articles *exclusively used for war*; at present, it would be hard to mention any such articles which are not included in the list. The future is left free. If a Power claimed to add to the list of absolute contraband articles not exclusively used for war, it might expose itself to diplomatic remonstrances, because it would be disregarding an accepted rule. Besides, there would be an eventual resort to the International Prize Court. Suppose that the Court holds that the article mentioned in the declaration of absolute contraband is wrongly placed there because it is not exclusively used for war, but that it might have been included in a declaration of conditional contraband. Confiscation may then be justified if the capture was made in the conditions laid down for this kind of contraband (Articles 33-35), which differ from those enforced for absolute contraband (Article 30).

It had been suggested that, in the interest of neutral trade, a period should elapse between the notification and its enforcement. But that would be very damaging to the belligerent, whose object is precisely to protect himself, since, during that period, the trade in articles which he thinks dangerous would be free and the effect of his measure a failure. Account has been taken, in another form, of the considerations of equity which have been adduced (see Article 43).

ARTICLE 24.

The following articles, susceptible of use in war as well as for purposes of peace, may, without notice, be treated as contraband of war, under the name of conditional contraband :

- (1) *Foodstuffs.*
- (2) *Forage and grain, suitable for feeding animals.*
- (3) *Clothing, fabrics for clothing, and boots and shoes, suitable for use in war.*
- (4) *Gold and silver in coin or bullion ; paper money.*
- (5) *Vehicles of all kinds available for use in war, and their component parts.*
- (6) *Vessels, craft, and boats of all kinds ; floating docks, parts of docks and their component parts.*
- (7) *Railway material, both fixed and rolling stock, and material for telegraphs, wireless telegraphs, and telephones.*
- (8) *Balloons and flying machines and their distinctive component parts ; together with accessories and articles recognisable as intended for use in connection with balloons and flying machines.*
- (9) *Fuel ; lubricants.*
- (10) *Powder and explosives not specially prepared for use in war.*
- (11) *Barbed wire and implements for fixing and cutting the same.*
- (12) *Horseshoes and shoeing materials.*
- (13) *Harness and saddlery.*
- (14) *Field glasses, telescopes, chronometers, and all kinds of nautical instruments.*

On the expression *de plein droit* (without notice) the same remark must be made as with regard to Article 22. The articles enumerated are only conditional contraband if they have the destination specified in Article 33.

Foodstuffs include products necessary or useful for sustaining man, whether solid or liquid.

Paper money only includes inconvertible paper money, *i.e.* bank-notes which may or not be legal tender. Bills of exchange and cheques are excluded.

Engines and boilers are included in (6).

Railway material includes fixtures (such as rails, sleepers, turntables, parts of bridges), and rolling stock (such as locomotives, carriages, and trucks).

ARTICLE 25.

Articles susceptible of use in war as well as for purposes of peace other than those enumerated in Articles 22 and 24, may be added to the

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list of conditional contraband by a declaration, which must be notified in the manner provided for in the second paragraph of Article 23.

This provision corresponds, as regards conditional contraband, to that in Article 23 as regards absolute contraband.

ARTICLE 26.

If a Power waives, so far as it is concerned, the right to treat as contraband of war an article comprised in any of the classes enumerated in Articles 22 and 24, such intention shall be announced by a declaration, which must be notified in the manner provided for in the second paragraph of Article 23.

A belligerent may not wish to use the right to treat as contraband of war all the articles included in the above lists. It may suit him to add to conditional contraband an article included in absolute contraband or to declare free, so far as he is concerned, the trade in some article included in one class or the other. It is desirable that he should make known his intention on this subject, and he will probably do so in order to have the credit of the measure. If he does not do so, but confines himself to giving instructions to his cruisers, the vessels searched will be agreeably surprised if the searcher does not reproach them with carrying what they themselves consider contraband. Nothing can prevent a Power from making such a declaration in time of peace. See what is said as regards Article 23.

ARTICLE 27.

Articles which are not susceptible of use in war may not be declared contraband of war.

The existence of a so-called *free list* (Article 28) makes it useful thus to put on record that articles which cannot be used for purposes of war may not be declared contraband of war. It might have been thought that articles not included in that list might at least be declared conditional contraband.

ARTICLE 28.

The following may not be declared contraband of war :

- (1) *Raw cotton, wool, silk, jute, flax, hemp, and other raw materials of the textile industries, and yarns of the same.*
- (2) *Oil seeds and nuts ; copra.*
- (3) *Rubber, resins, gums, and lacs ; hops.*
- (4) *Raw hides and horns, bones, and ivory.*
- (5) *Natural and artificial manures, including nitrates and phosphates for agricultural purposes.*
- (6) *Metallic ores.*

- (7) *Earths, clays, lime, chalk, stone, including marble, bricks, slates, and tiles.*
- (8) *Chinaware and glass.*
- (9) *Paper and paper-making materials.*
- (10) *Soap, paint and colours, including articles exclusively used in their manufacture, and varnish.*
- (11) *Bleaching powder, soda ash, caustic soda, salt cake, ammonia, sulphate of ammonia, and sulphate of copper.*
- (12) *Agricultural, mining, textile, and printing machinery.*
- (13) *Precious and semi-precious stones, pearls, mother-of-pearl, and coral.*
- (14) *Clocks and watches, other than chronometers.*
- (15) *Fashion and fancy goods.*
- (16) *Feathers of all kinds, hairs, and bristles.*
- (17) *Articles of household furniture and decoration; office furniture and requisites.*

To lessen the drawbacks of war as regards neutral trade it has been thought useful to draw up this so-called *free list*, but this does not mean, as has been explained above, that all articles outside it might be declared contraband of war.

The *ores* here referred to are the product of mines from which metals are derived.

There was a demand that *dye stuffs* should be included in (10), but this seemed too general, for there are materials from which colours are derived, such as coal, which also have other uses. Products only used for making colours enjoy the exemption.

"Articles de Paris," an expression the meaning of which is universally understood, come under (15).

(16) refers to the hair of certain animals, such as pigs and wild boars.

Carpets and mats come under household furniture and ornaments (17).

ARTICLE 29.

Likewise the following may not be treated as contraband of war :

(1) *Articles serving exclusively to aid the sick and wounded. They can, however, in case of urgent military necessity, and, subject to the payment of compensation, be requisitioned, if their destination is that specified in Article 30.*

(2) *Articles intended for the use of the vessel in which they are found, as well as those intended for the use of her crew and passengers during the voyage.*

The articles enumerated in Article 29 are also excluded from treatment as contraband, but for reasons different from those which have led to the inclusion of the list in Article 28.

Motives of humanity have exempted articles exclusively used to aid the sick and wounded, which, of course, include drugs and different medicines. This does not refer to hospital-ships, which enjoy special immunity under the convention of The Hague of October 18th, 1907, but to ordinary merchant vessels, whose cargo includes articles of the kind mentioned. The cruiser has, however, the right, in case of urgent necessity, to requisition such articles for the needs of her crew or of the fleet to which she belongs, but they can only be requisitioned on payment of compensation. It must, however, be observed that this right of requisition may not be exercised in all cases. The articles in question must have the destination specified in Article 30, that is to say, an enemy destination. Otherwise, the ordinary law regains its sway; a belligerent could not have the right of requisition as regards neutral vessels on the high seas.

Articles intended for the use of the vessel, which might in themselves and by their nature be contraband of war, may not be so treated—for instance, arms intended for the defence of the vessel against pirates, or for making signals. The same is true of articles intended for the use of the crew and passengers during the voyage; the crew here includes all persons in the service of the vessel in general.

Destination of Contraband.—As has been said, the second element in the notion of contraband is *destination*. Great difficulties have arisen on this subject, which find expression in the *theory of continuous voyage*, so often attacked or adduced without a clear comprehension of its exact meaning. Cases must simply be considered on their merits so as to see how they can be settled without unnecessarily annoying neutrals or sacrificing the legitimate rights of belligerents.

In order to effect a compromise between conflicting theories and practices, absolute and conditional contraband have been differently treated in this connection.

Articles 30 to 32 refer to absolute, and Articles 33 to 36 to conditional contraband.

ARTICLE 30.

Absolute contraband is liable to capture if it is shown to be destined to territory belonging to or occupied by the enemy, or to the armed forces of the enemy. It is immaterial whether the carriage of the goods is direct or entails transshipment or a subsequent transport by land.

The articles included in the list in Article 22 are absolute contraband when they are destined for territory belonging to or occupied by the enemy, or for his armed military or naval forces. These articles are liable to capture as soon as a final destination of this kind can be shown by the captor to exist. It is not, therefore, the destination of the vessel which is decisive, but that of the goods. It makes no difference

if these goods are on board a vessel which is to discharge them in a neutral port ; as soon as the captor is able to show that they are to be forwarded from there by land or sea to an enemy country, it is enough to justify the capture and subsequent condemnation of the cargo. The very principle of continuous voyage, as regards absolute contraband, is established by Article 30. The journey made by the goods is regarded as a whole.

ARTICLE 31.

Proof of the destination specified in Article 30 is complete in the following cases :

(1) *When the goods are documented for discharge in an enemy port, or for delivery to the armed forces of the enemy.*

(2) *When the vessel is to call at enemy ports only, or when she is to touch at an enemy port or meet the armed forces of the enemy before reaching the neutral port for which the goods in question are documented.*

As has been said, the obligation of proving that the contraband goods really have the destination specified in Article 30 rests with the captor. In certain cases proof of the destination specified in Article 31 is *conclusive*, that is to say, the proof may not be rebutted.

First Case.—The goods are *documented* for discharge in an enemy port, that is to say, according to the ship's papers referring to those goods, they are to be discharged there. In this case there is a real admission of enemy destination on the part of the interested parties themselves.

Second Case.—The vessel is to touch at enemy ports only ; or she is to touch at an enemy port before reaching the neutral port for which the goods are documented, so that although these goods, according to the papers referring to them, are to be discharged in a neutral port, the vessel carrying them is to touch at an enemy port before reaching that neutral port. They will be liable to capture, and the possibility of proving that their neutral destination is real and in accordance with the intentions of the parties interested is not admitted. The fact that, before reaching that destination, the vessel will touch at an enemy port, would occasion too great a risk for the belligerent whose cruiser searches the vessel. Even without assuming that there is intentional fraud, there might be a strong temptation for the master of the merchant vessel to discharge the contraband, for which he would get a good price, and for the local authorities to requisition the goods.

The same case arises where the vessel, before reaching the neutral port, is to join the armed forces of the enemy.

For the sake of simplicity, the provision only speaks of an *enemy port*, but it is understood that a *port occupied by the enemy* must be regarded as an enemy port, as follows from the general rule in Article 30.

APPENDIX

ARTICLE 32.

Where a vessel is carrying absolute contraband, her papers are conclusive proof as to the voyage on which she is engaged, unless she is found clearly out of the course indicated by her papers and unable to give adequate reasons to justify such deviation.

The papers, therefore, are conclusive proof of the course of the vessel, unless she is encountered in circumstances which show that their statements are not to be trusted. See also the explanations given as regards Article 35.

ARTICLE 33.

Conditional contraband is liable to capture if it is shown to be destined for the use of the armed forces or of a government department of the enemy State, unless in this latter case the circumstances show that the goods cannot in fact be used for the purposes of the war in progress. This latter exception does not apply to a consignment coming under Article 24 (4).

The rules for conditional contraband differ from those laid down for absolute contraband in two respects: (1) there is no question of destination for the enemy in general, but of destination for the use of his armed forces or government departments; (2) the doctrine of continuous voyage is excluded. Articles 33 and 34 refer to the first, and Article 35 to the second principle.

The articles included in the list of conditional contraband may serve for peaceful uses as well as for hostile purposes. If, from the circumstances, the peaceful purpose is clear, their capture is not justified; it is otherwise if a hostile purpose is to be assumed, as, for instance, in the case of foodstuffs destined for an enemy army or fleet, or of coal destined for an enemy fleet. In such a case there is clearly no room for doubt. But what is the solution when the articles are destined for the civil government departments of the enemy State? It may be money sent to a government department, for use in the payment of its official salaries, or rails sent to a department of public works. In these cases there is *enemy destination* which renders the goods liable in the first place to capture, and in the second to condemnation. The reasons for this are at once legal and practical. The State is one, although it necessarily acts through different departments. If a civil department may freely receive foodstuffs or money, that department is not the only gainer, but the entire State, including its military administration, gains also, since the general resources of the State are thereby increased. Further, the receipts of a civil department may be considered of greater use to the military administration and directly assigned to the latter. Money or foodstuffs really destined for a civil department may thus come to be used directly for the needs of the

army. This possibility, which is always present, shows why destination for the departments of the enemy State is assimilated to that for its armed forces.

It is the *departments of the State* which are dependent on the central power that are in question, and not all the departments which may exist in the enemy State; local and municipal bodies, for instance, are not included, and articles destined for their use would not be contraband.

War may be waged in such circumstances that destination for the use of a civil department cannot be suspect, and consequently cannot make goods contraband. For instance, there is a war in Europe, and the colonies of the belligerent countries are not, in fact, affected by it. Foodstuffs or other articles in the list of conditional contraband destined for the use of the civil government of a colony would not be held to be contraband of war, because the considerations adduced above do not apply to their case; the resources of the civil government cannot be drawn on for the needs of the war. Gold, silver, or paper money are exceptions, because a sum of money can easily be sent from one end of the world to the other.

ARTICLE 34.

The destination referred to in Article 33 is presumed to exist if the goods are consigned to enemy authorities, or to a contractor established in the enemy country, who, as a matter of common knowledge, supplies articles of this kind to the enemy. A similar presumption arises if the goods are consigned to a fortified place belonging to the enemy, or other place serving as a base for the armed forces of the enemy. No such presumption, however, arises in the case of a merchant vessel bound for one of these places if it is sought to prove that she herself is contraband.

In cases where the above presumptions do not arise, the destination is presumed to be innocent.

The presumptions set up by this Article may be rebutted.

Contraband articles will not usually be directly addressed to the military authorities or to the government departments of the enemy State. Their true destination will be more or less concealed, and the captor must prove it in order to justify their capture. But it has been thought reasonable to set up presumptions based on the nature of the person to whom, or place for which, the articles are destined. It may be an enemy authority or a trader established in an enemy country who, as a matter of common knowledge, supplies the enemy Government with articles of the kind in question. It may be a fortified place belonging to the enemy or a place used as a base, whether of operations or of supply, for the armed forces of the enemy.

This general presumption may not be applied to the merchant vessel herself on her way to a fortified place, though she may in herself be conditional contraband, but only if her destination for the use of the armed forces or government departments of the enemy State is directly proved.

In the absence of the above presumptions, the destination is presumed to be innocent. That is the ordinary law, according to which the captor must prove the illicit character of the goods which he claims to capture.

Finally, all the presumptions thus set up in the interest of the captor or against him may be rebutted. The national tribunals, in the first place, and, in the second, the International Court, will exercise their judgment.

ARTICLE 35.

Conditional contraband is not liable to capture, except when found on board a vessel bound for territory belonging to or occupied by the enemy, or for the armed forces of the enemy, and when it is not to be discharged in an intervening neutral port.

The ship's papers are conclusive proof both as to the voyage on which the vessel is engaged and as to the port of discharge of the goods, unless she is found clearly out of the course indicated by her papers, and unable to give adequate reasons to justify such deviation.

As has been said above, the doctrine of continuous voyage is excluded for conditional contraband, which is only liable to capture when it is to be discharged in an enemy port. As soon as the goods are documented for discharge in a neutral port they can no longer be contraband, and no examination will be made as to whether they are to be forwarded to the enemy by sea or land from that neutral port. It is here that the case of absolute contraband is essentially different.

The ship's papers furnish complete proof as to the voyage on which the vessel is engaged and as to the place where the cargo is to be discharged; but this would not be so if the vessel were encountered clearly out of the course which she should follow according to her papers, and unable to give adequate reasons to justify such deviation.

This rule as to the proof furnished by the ship's papers is intended to prevent claims frivolously raised by a cruiser and giving rise to unjustifiable captures. It must not be too literally interpreted, for that would make all frauds easy. Thus it does not hold good when the vessel is encountered at sea clearly out of the course which she ought to have followed, and unable to justify such deviation. The ship's papers are then in contradiction with the true facts and lose all value as evidence; the cruiser will be free to decide according to the merits of the case. In the same way, a search of the vessel may reveal facts

which irrefutably prove that her destination or the place where the goods are to be discharged is incorrectly entered in the ship's papers. The commander of the cruiser is then free to judge of the circumstances and capture the vessel or not according to his judgment. To resume, the ship's papers are proof, unless facts show their evidence to be false. This qualification of the value of the ship's papers as proof seems self-evident and unworthy of special mention. The aim has been not to appear to weaken the force of the general rule, which forms a safeguard for neutral trade.

It does not follow that, because a single entry in the ship's papers is shown to be false, their evidence loses its value as a whole. The entries which cannot be proved false retain their value.

ARTICLE 36.

Notwithstanding the provisions of Article 35, conditional contraband, if shown to have the destination referred to in Article 33, is liable to capture in cases where the enemy country has no seaboard.

The case contemplated is certainly rare, but has nevertheless arisen in recent wars. In the case of absolute contraband, there is no difficulty, since destination for the enemy may always be proved, whatever the route by which the goods are sent (Article 30). For conditional contraband the case is different, and an exception must be made to the general rule laid down in Article 35, paragraph 1, so as to allow the captor to prove that the suspected goods really have the special destination referred to in Article 33 without the possibility of being confronted by the objection that they were to be discharged in a neutral port.

ARTICLE 37.

A vessel carrying goods liable to capture as absolute or conditional contraband may be captured on the high seas or in the territorial waters of the belligerents throughout the whole of her voyage, even if she is to touch at a port of call before reaching the hostile destination.

The vessel may be captured for contraband during the whole of her voyage, provided that she is in waters where an act of war is lawful. The fact that she intends to touch at a port of call before reaching the enemy destination does not prevent capture, provided that destination in her particular case is proved in conformity with the rules laid down in Articles 30 to 32 for absolute, and in Articles 33 to 35 for conditional contraband, subject to the exception provided for in Article 36.

APPENDIX

ARTICLE 38.

A vessel may not be captured on the ground that she has carried contraband on a previous occasion if such carriage is in point of fact at an end.

A vessel is liable to capture for carrying contraband, but not for having done so.

ARTICLE 39

Contraband goods are liable to condemnation.
This presents no difficulty.

ARTICLE 40.

A vessel carrying contraband may be condemned if the contraband, reckoned either by value, weight, volume, or freight, forms more than half the cargo.

It was universally admitted that in certain cases the condemnation of the contraband is not enough, and that the vessel herself should also be condemned, but opinions differed as to what these cases were. It was decided that the contraband must bear a certain proportion to the total cargo. But the question divides itself into two parts: (1) What shall be the proportion? The solution adopted is the mean between those proposed, which varied from a quarter to three-quarters. (2) How shall this proportion be reckoned? Must the contraband form more than half the cargo in volume, weight, value, or freight? The adoption of a single fixed standard gives rise to theoretical objections, and also to practices intended to avoid condemnation of the vessel in spite of the importance of the cargo. If the standard of volume or weight is adopted, the master will ship innocent goods occupying space, or of weight, sufficient to exceed the contraband. A similar remark may be made as regards the standard of value or freight. The consequence is that, in order to justify condemnation, it is enough that the contraband should form more than half the cargo by any one of the above standards. This may seem harsh; but, on the one hand, any other system would make fraudulent calculations easy, and, on the other, the condemnation of the vessel may be said to be justified when the carriage of contraband formed an important part of her venture—a statement which applies to all the cases specified.

ARTICLE 41.

If a vessel carrying contraband is released, she may be condemned to pay the costs and expenses incurred by the captor in respect of the proceedings in the national prize court and the custody of the ship and cargo during the proceedings.

It is not just that, on the one hand, the carriage of more than a certain proportion of contraband should involve the condemnation of the vessel, while if the contraband forms less than this proportion, it alone is confiscated. This often involves no loss for the master, the freight of this contraband having been paid in advance. Does this not encourage trade in contraband, and ought not a certain penalty to be imposed for the carriage of a proportion of contraband less than that required to entail condemnation? A kind of fine was proposed which should bear a relation to the value of the contraband articles. Objections of various sorts were brought forward against this proposal, although the principle of the infliction of some kind of pecuniary loss for the carriage of contraband seemed justified. The same object was attained in another way by providing that the costs and expenses incurred by the captor in respect of the proceedings in the national prize court and of the custody of the vessel and of her cargo during the proceedings are to be paid by the vessel. The expenses of the custody of the vessel include in this case the keep of the captured vessel's crew. It should be added that the loss to a vessel by being taken to a prize port and kept there is the most serious deterrent as regards the carriage of contraband.

ARTICLE 42.

Goods which belong to the owner of the contraband and are on board the same vessel are liable to condemnation.

The owner of the contraband is punished in the first place by the condemnation of his contraband property; and in the second by that of the goods, even if innocent, which he may possess on board the same vessel.

ARTICLE 43.

If a vessel is encountered at sea while unaware of the outbreak of hostilities or of the declaration of contraband which applies to her cargo, the contraband cannot be condemned except on payment of compensation; the vessel herself and the remainder of the cargo are not liable to condemnation or to the costs and expenses referred to in Article 41. The same rule applies if the master, after becoming aware of the outbreak of hostilities, or of the declaration of contraband, has had no opportunity of discharging the contraband.

A vessel is deemed to be aware of the existence of a state of war, or of a declaration of contraband, if she left a neutral port subsequently to the notification to the Power to which such port belongs of the outbreak of hostilities, or of the declaration of contraband, provided such notification was made in sufficient time. A vessel is also deemed to be aware of the existence of a state of war if she left an enemy port after the outbreak of hostilities.

This provision is intended to spare neutrals who might in fact be carrying contraband, but against whom no charge could be made. This may arise in two cases. The first is that in which they are unaware of the outbreak of hostilities; the second is that in which, though aware of this, they do not know of the declaration of contraband made by a belligerent, in accordance with Articles 23 and 25, which is, as it happens, the one applicable to the whole or a part of the cargo. It would be unjust to capture the ship and condemn the contraband; on the other hand, the cruiser cannot be obliged to let go on to the enemy goods suitable for use in the war of which he may stand in urgent need. These opposing interests are reconciled by making condemnation conditional on the payment of compensation (see the Convention of October 18th, 1907, on the rules for enemy merchant vessels on the outbreak of hostilities, which expresses a similar idea).

ARTICLE 44.

A vessel which has been stopped on the ground that she is carrying contraband, and which is not liable to condemnation on account of the proportion of contraband on board, may, when the circumstances permit, be allowed to continue her voyage if the master is willing to hand over the contraband to the belligerent war-ship.

The delivery of the contraband must be entered by the captor on the logbook of the vessel stopped, and the master must give the captor duly certified copies of all relevant papers.

The captor is at liberty to destroy the contraband that has been handed over to him under these conditions.

A neutral vessel is stopped for carrying contraband. She is not liable to condemnation, because the contraband does not reach the proportion specified in Article 40. She can, nevertheless, be taken to a prize port for judgment to be passed on the contraband. This right of the captor appears too wide in certain cases, if the importance of the contraband, possibly slight (for instance, a case of guns or revolvers), is compared with the heavy loss incurred by the vessel by being thus turned out of her course and detained during the time taken up by the proceedings. The question has, therefore, been asked whether the right of the neutral vessel to continue her voyage might not be admitted if the contraband articles were handed over to the captor, who, on his part, might only refuse to receive them for sufficient reasons, for instance, the rough state of the sea, which would make transshipment difficult or impossible, well-founded suspicions as to the amount of contraband which the merchant vessel is really carrying, the difficulty of stowing the articles on board the war-ship, &c. This proposal did not gain sufficient support. It was alleged to be impossible to impose such an obligation on the cruiser, for which this handing

over of goods would almost always have drawbacks. If, by chance, it has none, the cruiser will not refuse it, because she herself will gain by not being turned out of her course by having to take the vessel to a port. The idea of an obligation having thus been excluded, it was decided to provide for the voluntary handing over of the contraband, which, it is hoped, will be carried out whenever possible, to the great advantage of both parties. The formalities provided for are very simple and need no explanation.

There must be a judgment of a prize court as regards the goods thus handed over. For this purpose the captor must be furnished with the necessary papers. It may be supposed that there might be doubts as to the character of certain articles which the cruiser claims as contraband; the master of the merchant vessel contests this claim, but prefers to deliver them up so as to be at liberty to continue his voyage. This is merely a capture which has to be confirmed by the prize court.

The contraband delivered up by the merchant vessel may hamper the cruiser, which must be left free to destroy it at the moment of handing over or later.

CHAPTER III.

UNNEUTRAL SERVICE.

In a general way, it may be said that the merchant vessel which violates neutrality, whether by carrying contraband of war or by breaking blockade, affords aid to the enemy, and it is on this ground that the belligerent whom she injures by her acts is justified in inflicting on her certain losses. But there are cases where such unneutral service bears a particularly distinctive character, and for such cases it has been thought necessary to make special provision. They have been divided into two classes, according to the gravity of the act of which the neutral vessel is accused.

In the cases included in the first class (Article 45), the vessel is condemned, and receives the treatment of a vessel subject to condemnation for carrying contraband. This means that the vessel does not lose her neutral character and has a full claim to the rights enjoyed by neutral vessels; for instance, she may not be destroyed by the captor except under the conditions laid down for neutral vessels (Articles 48 *et seqq.*); the rule that *the flag covers the goods* applies to goods she carries on board.

In the more serious cases which belong to the second class (Article 46), the vessel is, again, condemned; but further, she is treated not only as a vessel subject to condemnation for carrying contraband,

but as an enemy merchant vessel, which treatment entails certain consequences. The rules governing the destruction of neutral prizes does not apply to the vessel, and, as she has become an enemy vessel, it is no longer the second but the third rule of the Declaration of Paris which is applicable. The goods on board will be presumed to be enemy goods; neutrals will have the right to claim their property on establishing their neutrality (Article 59). It would, however, be going too far to say that the original neutral character of the vessel is completely lost, so that she should be treated as though she had always been an enemy vessel. The vessel may plead that the allegation made against her has no foundation in fact, that the act of which she is accused has not the character of unneutral service. She has, therefore, the right of appeal to the International Court in virtue of the provisions which protect neutral property.

ARTICLE 45.

A neutral vessel will be condemned and will, in a general way, receive the same treatment as a neutral vessel liable to condemnation for carriage of contraband :—

(1) *If she is on a voyage specially undertaken with a view to the transport of individual passengers who are embodied in the armed forces of the enemy, or with a view to the transmission of intelligence in the interest of the enemy.*

(2) *If, to the knowledge of either the owner, the charterer, or the master, she is transporting a military detachment of the enemy, or one or more persons who, in the course of the voyage, directly assist the operations of the enemy.*

In the cases specified under the above heads, goods belonging to the owner of the vessel are likewise liable to condemnation.

The provisions of the present Article do not apply if the vessel is encountered at sea while unaware of the outbreak of hostilities, or if the master, after becoming aware of the outbreak of hostilities, has had no opportunity of disembarking the passengers. The vessel is deemed to be aware of the existence of a state of war if she left an enemy port subsequently to the outbreak of hostilities, or a neutral port subsequently to the notification of the outbreak of hostilities to the Power to which such port belongs, provided that such notification was made in sufficient time.

The first case supposes passengers travelling as individuals; the case of a *military detachment* is dealt with hereafter. The case is that of individuals *embodied* in the armed military or naval forces of the enemy. There was some doubt as to the meaning of this word. Does it include those individuals only who are summoned to serve in virtue of the law of their country and who have really joined the corps to

which they are to belong? Or does it also include such individuals from the moment when they are summoned, and before they join that corps? The question is of great practical importance. Supposing the case is one of individuals who are natives of a continental European country and are settled in America; these individuals have military obligations towards their country of origin; they have, for instance, to belong to the reserve of the active army of that country. Their country is at war and they sail to perform their service. Shall they be considered as *embodied* in the sense of the provision which we are discussing? If we judged by the municipal law of certain countries, we might argue that they should be so considered. But, apart from reasons of pure law, the contrary opinion has seemed more in accordance with practical necessity and has been accepted by all in a spirit of conciliation. It would be difficult, perhaps even impossible, without having recourse to vexatious measures to which neutral Governments would not willingly submit, to pick out among the passengers in a vessel, those who are bound to perform military service and are on their way to do so.

The transmission of intelligence in the interest of the enemy is to be treated in the same way as the carriage of passengers embodied in his armed force. The reference to a vessel *especially* undertaking a voyage is intended to show that her usual service is not meant. She has been turned from her course; she has touched at a port which she does not ordinarily visit in order to embark the passengers in question. She need not be *exclusively* devoted to the service of the enemy; that case would come into the second class (Article 56 (4)).

In the two cases just mentioned the vessel has performed but a single service; she has been employed to carry certain people, or to transmit certain intelligence; she is not continuously in the service of the enemy. In consequence she may be captured during the voyage on which she is performing the service which she has to render. Once that voyage is finished, all is over, in the sense that she may not be captured for having rendered the service in question. The principle is the same as that recognised in the case of contraband (Article 38).

The second case also falls under two heads.

There is, first, the carriage of a military detachment of the enemy, or that of one or more persons who during the voyage directly assist his operations, for instance, by signalling. If these people are soldiers or sailors in uniform there is no difficulty, the vessel is clearly liable to condemnation. If they are soldiers or sailors in mufti who might be mistaken for ordinary passengers, knowledge on the part of the master or owner is required, the charterer being assimilated to the latter. The rule is the same in the case of persons directly assisting the enemy during the voyage.

In these cases, if the vessel is condemned for unneutral service, the goods belonging to her owner are also liable to condemnation.

These provisions assume that the state of war was known to the vessel engaged in the operations specified; such knowledge is the reason and justification of her condemnation. The position is altogether different when the vessel is unaware of the outbreak of hostilities, so that she undertakes the service in ordinary circumstances. She may have learnt of the outbreak of hostilities while at sea, but have had no chance of landing the persons whom she was carrying. Condemnation would then be unjust, and the equitable rule adopted is in accordance with the provisions already accepted in other matters. If a vessel has left an enemy port subsequently to the outbreak of hostilities, or a neutral port after that outbreak has been notified to the Power to whom such port belongs, her knowledge of the existence of a state of war will be presumed.

The question here is merely one of preventing the condemnation of the vessel. The persons found on board her who belong to the armed forces of the enemy may be made prisoners of war by the cruiser.

ARTICLE 46.

A neutral vessel is liable to condemnation and, in a general way, to the same treatment as would be applicable to her if she were an enemy merchant vessel :—

(1) *If she takes a direct part in the hostilities.*

(2) *If she is under the orders or control of an agent placed on board by the enemy Government.*

(3) *If she is in the exclusive employment of the enemy Government.*

(4) *If she is exclusively engaged at the time either in the transport of enemy troops or in the transmission of intelligence in the interest of the enemy.*

In the cases covered by the present Article, goods belonging to the owner of the vessel are likewise liable to condemnation.

The cases here contemplated are more serious than those in Article 45, which justifies the severer treatment inflicted on the vessel, as explained above.

First Case.—The vessel takes a direct part in the hostilities. This may take different forms. It is needless to say that, in an armed conflict, the vessel takes all the risks incidental thereto. We suppose her to have fallen into the power of the enemy whom she was fighting, and who is entitled to treat her as an enemy merchant vessel.

Second Case.—The vessel is under the orders or control of an agent placed on board by the enemy Government. His presence marks the

relation in which she stands to the enemy. In other circumstances the vessel may also have relations with the enemy, but to be subject to condemnation she must come under the third head.

Third Case.—The whole vessel is chartered by the enemy Government, and is therefore entirely at its disposal; it can use her for different purposes more or less directly connected with the war, notably, as a transport; such is the position of colliers which accompany a belligerent fleet. There will often be a charter-party between the belligerent Government and the owner or master of the vessel, but all that is required is proof, and the fact that the whole vessel has in fact been chartered is enough, in whatever way it may be established.

Fourth Case.—The vessel is at the time exclusively devoted to the carriage of enemy troops or to the transmission of intelligence in the enemy's interest. The case is different from those dealt with by Article 45, and the question is one of a service to which the ship is permanently devoted. The decision accordingly is that, so long as such service lasts, the vessel is liable to capture, even if, at the moment when an enemy cruiser searches her, she is engaged neither in the transport of troops nor in the transmission of intelligence.

As in the cases in Article 45 and for the same reasons, goods found on board belonging to the owner of the vessel are also liable to condemnation.

It was proposed to treat as an enemy merchant vessel a neutral vessel making, at the time, and with the sanction of the enemy Government, a voyage which she has only been permitted to make subsequently to the outbreak of hostilities or during the two preceding months. This rule would be enforced notably on neutral merchant vessels admitted by a belligerent to a service reserved in time of peace to the national marine of that belligerent—for instance, to the coasting trade. Several Delegations formally rejected this proposal, so that the question thus raised remains an open one.

ARTICLE 47.

Any individual embodied in the armed forces of the enemy who is found on board a neutral merchant vessel may be made a prisoner of war, even though there be no ground for the capture of the vessel.

Individuals embodied in the armed military or naval forces of a belligerent may be on board a neutral merchant vessel when she is searched. If the vessel is subject to condemnation, the cruiser will capture her and take her to one of her own ports with the persons on board. Clearly the soldiers or sailors of the enemy State will not be set free, but will be treated as prisoners of war. Perhaps the case will not be one for the capture of the ship—for instance, because the master was unaware of the status of an individual who had come on board

as an ordinary passenger. Must the soldier or soldiers on board the vessel be set free? That does not appear admissible. The belligerent cruiser cannot be compelled to set free active enemies who are physically in her power and are more dangerous than this or that contraband article. She must naturally proceed with great discretion, and must act on her own responsibility in requiring the surrender of these individuals, but the right to do so is hers; it has therefore been thought necessary to explain the point.

CHAPTER IV.

DESTRUCTION OF NEUTRAL PRIZES.

The destruction of neutral prizes was a subject comprised in the programme of the second Peace Conference, and on that occasion no settlement was reached. It reappeared in the programme of the present Conference, and this time agreement has been found possible. Such a result, which bears witness to the sincere desire of all parties to arrive at an understanding, is a matter for congratulation. It has been shown once more that conflicting hard-and-fast rules do not always correspond to things as they are, and that if there be readiness to descend to particulars, and to arrive at the precise way in which the rules have been applied, it will often be found that the actual practice is very much the same, although the doctrines professed appear to be entirely in conflict. To enable two parties to agree, it is first of all necessary that they should understand each other, and this frequently is not the case. Thus it has been found that those who declared for the right to destroy neutral prizes never claimed to use this right wantonly or at every opportunity, but only by way of exception; while, on the other hand, those who maintained the principle that destruction is forbidden, admitted that the principle must give way in certain exceptional cases. It therefore became a question of reaching an understanding with regard to those exceptional cases to which, according to both views, the right to destroy should be confined. But this was not all: there was need for some guarantee against abuse in the exercise of this right; the possibility of arbitrary action in determining these exceptional cases must be limited by throwing some real responsibility upon the captor. It was at this stage that a new idea was introduced into the discussion, thanks to which it was possible to arrive at an agreement. The possibility of intervention by a court of justice will make the captor reflect before he acts, and at the same time secure reparation in cases where there was no reason for the destruction.

Such is the general spirit of the provisions of this chapter.

ARTICLE 48.

A neutral vessel which has been captured may not be destroyed by the captor ; she must be taken into such port as is proper for the determination there of all questions concerning the validity of the prize.

The general principle is very simple. A neutral vessel which has been seized may not be destroyed by the captor ; so much may be admitted by every one, whatever view is taken as to the effect produced by the capture. The vessel must be taken into a port for the determination there as to the validity of the prize. A prize crew will be put on board or not, according to circumstances.

ARTICLE 49.

As an exception, a neutral vessel which has been captured by a belligerent war-ship, and which would be liable to condemnation, may be destroyed if the observance of Article 48 would involve danger to the safety of the war-ship or to the success of the operations in which she is engaged at the time.

The first condition necessary to justify the destruction of the captured vessel is that she should be liable to condemnation upon the facts of the case. If the captor cannot even hope to obtain the condemnation of the vessel, how can he lay claim to the right to destroy her ?

The second condition is that the observation of the general principle would involve danger to the safety of the war-ship or to the success of the operations in which she is engaged at the time. This is what was finally agreed upon after various solutions had been tried. It was understood that the phrase *compromettre la sécurité* was synonymous with *mettre en danger le navire*, and might be translated into English by: *involve danger*. It is, of course, the situation at the moment when the destruction takes place which must be considered in order to decide whether the conditions are or are not fulfilled. For a danger which did not exist at the actual moment of the capture may have appeared some time afterwards.

ARTICLE 50.

Before the vessel is destroyed all persons on board must be placed in safety, and all the ship's papers and other documents which the parties interested consider relevant for the purpose of deciding on the validity of the capture must be taken on board the war-ship.

This provision lays down the precautions to be taken in the interests of the persons on board and of the administration of justice.

APPENDIX

ARTICLE 51.

A captor who has destroyed a neutral vessel must, prior to any decision respecting the validity of the prize, establish that he only acted in the face of an exceptional necessity, of the nature contemplated in Article 49. If he fails to do this, he must compensate the parties interested, and no examination shall be made of the question whether the capture was valid or not.

This claim gives a guarantee against the arbitrary destruction of prizes by throwing a real responsibility upon the captor who has carried out the destruction. The result is that before any decision is given respecting the validity of the prize, the captor must prove that the situation he was in was really one which fell under the head of the exceptional cases contemplated. This must be proved in proceedings to which the neutral is a party, and if the latter is not satisfied with the decision of the national prize court he may take his case to the International Court. Proof to the above effect is, therefore, a condition precedent which the captor must fulfil. If he fails to do this, he must compensate the parties interested in the vessel and the cargo, and the question whether the capture was valid or not will not be gone into. In this way a real sanction is provided in respect of the obligation not to destroy a prize except in particular cases, the sanction taking the form of a fine inflicted on the captor. If, on the other hand, this proof is given, the prize procedure follows the usual course; if the prize is declared valid, no compensation is due; if it is declared void, the parties interested have a right to be compensated. Resort to the International Court can only be made after the decision of the prize court has been given on the whole matter, and not immediately after the preliminary question has been decided.

ARTICLE 52.

If the capture of a neutral vessel is subsequently held to be invalid, though the act of destruction has been held to have been justifiable, the captor must pay compensation to the parties interested, in place of the restitution to which they would have been entitled.

ARTICLE 53.

If neutral goods not liable to condemnation have been destroyed with the vessel, the owner of such goods is entitled to compensation.

Supposing a vessel which has been destroyed carried neutral goods not liable to condemnation: the owner of such goods has, in every case, a right to compensation, that is, without there being occasion to distinguish between cases where the destruction was or was not justified. This is equitable and a further guarantee against arbitrary destruction.

ARTICLE 54.

The captor has the right to demand the handing over, or to proceed himself to the destruction of any goods liable to condemnation found on board a vessel not herself liable to condemnation, provided that the circumstances are such as would, under Article 49, justify the destruction of a vessel herself liable to condemnation. The captor must enter the goods surrendered or destroyed in the logbook of the vessel stopped, and must obtain duly certified copies of all relevant papers. When the goods have been handed over or destroyed and the formalities duly carried out, the master must be allowed to continue his voyage.

The provisions of Articles 51 and 52 respecting the obligations of a captor who has destroyed a neutral vessel are applicable.

A cruiser encounters a neutral merchant vessel carrying contraband in a proportion less than that specified in Article 40. The captain must put a prize crew on board the vessel and take her into a port for adjudication. He may, in conformity with the provisions of Article 44, agree to the handing over of the contraband if offered by the vessel stopped. But what is to happen if neither of these solutions is reached? The vessel stopped does not offer to hand over the contraband, and the cruiser is not in a position to take the vessel into a national port. Is the cruiser obliged to let the neutral vessel go with the contraband on board? To require this seemed going too far, at least in certain exceptional circumstances. These circumstances are in fact the same as would have justified the destruction of the vessel, had she been liable to condemnation. In such a case, the cruiser may demand the handing over, or proceed to the destruction, of the goods liable to condemnation. The reasons for which the right to destroy the vessel has been recognised may justify the destruction of the contraband goods, the more so as the considerations of humanity which can be adduced against the destruction of a vessel do not in this case apply. Against arbitrary demands by the cruiser there are the same guarantees as those which made it possible to recognise the right to destroy the vessel. The captor must, as a preliminary, prove that he was really faced by the exceptional circumstances specified; failing this, he is condemned to pay the value of the goods handed over or destroyed, and the question whether they were contraband or not will not be gone into.

The Article prescribes certain formalities which are necessary to establish the facts of the case and to enable the prize court to adjudicate.

Of course, when once the goods have been handed over or destroyed, and the formalities carried out, the vessel which has been stopped must be left free to continue her voyage.

APPENDIX

CHAPTER V.

TRANSFER TO A NEUTRAL FLAG.

An enemy merchant vessel is liable to capture, whereas a neutral merchant vessel is immune. It can therefore be readily understood that a belligerent cruiser encountering a merchant vessel which lays claim to neutral nationality has to inquire whether such nationality has been acquired legitimately or merely in order to shield the vessel from the risks to which she would have been exposed had she retained her former nationality. This question naturally arises when the transfer has taken place a comparatively short time before the moment at which the ship is searched, whether the actual date be before, or after, the outbreak of hostilities. The answer will be different according as the question is looked at from the point of view of commercial or belligerent interests. Fortunately, rules have been agreed upon which conciliate both these interests as far as possible and which at the same time tell belligerents and neutral commerce what their position is.

ARTICLE 55.

The transfer of an enemy vessel to a neutral flag, effected before the outbreak of hostilities, is valid, unless it is proved that such transfer was made in order to evade the consequences to which an enemy vessel, as such, is exposed. There is, however, a presumption, if the bill of sale is not on board a vessel which has lost her belligerent nationality less than sixty days before the outbreak of hostilities, that the transfer is void. This presumption may be rebutted.

Where the transfer was effected more than thirty days before the outbreak of hostilities, there is an absolute presumption that it is valid if it is unconditional, complete, and in conformity with the laws of the countries concerned, and if its effect is such that neither the control of, nor the profits earned by, the vessel remain in the same hands as before the transfer. If, however, the vessel lost her belligerent nationality less than sixty days before the outbreak of hostilities, and if the bill of sale is not on board, the capture of the vessel gives no right to damages.

The general rule laid down in the first paragraph is that the transfer of an enemy vessel to a neutral flag is valid, assuming, of course, that the ordinary requirements of the law have been fulfilled. It is upon the captor, if he wishes to have the transfer annulled, that the onus lies of proving that its object was to evade the consequences entailed by the war in prospect. There is one case which is treated as suspicious, that, namely, in which the bill of sale is not on board when the ship has changed her nationality less than sixty days before the outbreak

of hostilities. The presumption of validity which has been set up by the first paragraph in favour of the vessel is then replaced by a presumption in favour of the captor. It is presumed that the transfer is void, but the presumption may be rebutted. With a view to such rebuttal, proof may be given that the transfer was not effected in order to evade the consequences of the war ; it is unnecessary to add that the ordinary requirements of the law must have been fulfilled.

It was thought desirable to give to commerce a guarantee that the right of treating a transfer as void on the ground that it was effected in order to evade the consequences of war should not extend too far, and should not cover too long a period. Consequently, if the transfer has been effected more than thirty days before the outbreak of hostilities, it cannot be impeached on that ground alone, and it is regarded as unquestionably valid if it has been made under conditions which show that it is genuine and final ; these conditions are as follows : the transfer must be unconditional, complete, and in conformity with the laws of the countries concerned, and its effect must be such that both the control of, and the profits earned by, the vessel pass into other hands. When once these conditions are proved to exist, the captor is not allowed to set up the contention that the vendor foresaw the war in which his country was about to be involved, and wished by the sale to shield himself from the risks to which a state of war would have exposed him in respect of the vessels he was transferring. Even in this case, however, when a vessel is encountered by a cruiser and her bill of sale is not on board, she may be captured if a change of nationality has taken place less than sixty days before the outbreak of hostilities ; that circumstance has made her suspect. But if before the prize court the proof required by the second paragraph is adduced, she must be released, though she cannot claim compensation, inasmuch as there was good reason for capturing her.

ARTICLE 56.

The transfer of an enemy vessel to a neutral flag, effected after the outbreak of hostilities, is void unless it is proved that such transfer was not made in order to evade the consequences to which an enemy vessel, as such, is exposed.

Provided that there is an absolute presumption that a transfer is void—

(1) *If the transfer has been made during a voyage or in a blockaded port.*

(2) *If a right to repurchase or recover the vessel is reserved to the vendor.*

(3) *If the requirements of the municipal law governing the right to fly the flag under which the vessel is sailing have not been fulfilled.*

The rule respecting *transfers made after the outbreak of hostilities* is more simple. Such a transfer is only valid if it is proved that its object was not to evade the consequences to which an enemy vessel, as such, is exposed. The rule accepted in respect of transfers made before the outbreak of hostilities is inverted. In that case there is a presumption that the transfer is valid ; in the present, that it is void—provided always that proof to the contrary may be given. For instance, it might be proved that the transfer had taken place by inheritance.

Article 56 recites cases in which the presumption that the transfer is void is absolute, for reasons which can be readily understood : in the first case, the connection between the transfer and the war risk run by the vessel is evident ; in the second, the transferee is a mere man of straw, who is to be treated as owner during a dangerous period, after which the vendor will recover possession of his vessel ; lastly, the third case might strictly be regarded as already provided for, since a vessel which lays claim to neutral nationality must naturally prove that she has a right to it.

At one time provision was made in this Article for the case of a vessel which was retained, after the transfer, in the trade in which she had previously been engaged. Such a circumstance is in the highest degree suspicious ; the transfer has a fictitious appearance, inasmuch as nothing has changed in regard to the vessel's trade. This would apply, for instance, if a vessel were running on the same line before and after the transfer. It was, however, objected that to set up an absolute presumption would sometimes be too severe, and that certain kinds of vessels, as, for example, tank-ships, could, on account of their build, engage only in a certain definite trade. To meet this objection, the word "*route*" was then added, so that it would have been necessary that the vessel should be engaged *in the same trade and on the same route* ; it was thought that in this way the above contention would have been satisfactorily met. However, the suppression of this case from the list being insisted on, it was agreed to eliminate it. Consequently a transfer of this character now falls within the general rule ; it is certainly presumed to be void, but the presumption may be rebutted.

CHAPTER VI.

ENEMY CHARACTER.

The rule in the Declaration of Paris, that " the neutral flag covers enemy goods, with the exception of contraband of war," corresponds so closely with the advance of civilisation, and has taken so firm a hold on the public mind, that it is impossible, in the face of so extensive

an application, to avoid seeing in that rule the embodiment of a principle of the common law of nations which can no longer be disputed. The determination of the neutral or enemy character of merchant vessels accordingly decides not only the question of the validity of their capture, but also the fate of the non-contraband goods on board. A similar general observation may be made with reference to the neutral or enemy character of goods. No one thinks of contesting to-day the principle according to which "neutral goods, with the exception of contraband of war, are not liable to capture on board an enemy ship." It is, therefore, only in respect of goods found on board an enemy ship that the question whether they are neutral or enemy property arises.

The determination of what constitutes neutral or enemy character thus appears as a development of the two principles laid down in 1856, or rather as a means of securing their just application in practice.

The advantage of deducing from the practices of different countries some clear and simple rules on this subject may be said to need no demonstration. The uncertainty as to the risk of capture, if it does not put an end to trade, is at least the most serious of hindrances to its continuance. A trader ought to know the risks which he runs in putting his goods on board this or that ship, while the underwriter, if he does not know the extent of those risks, is obliged to charge war premiums which are often either excessive or else inadequate.

The rules which form this chapter are, unfortunately, incomplete; certain important points had to be laid aside, as has been already observed in the introductory explanations, and as will be further explained below.

ARTICLE 57.

Subject to the provisions respecting transfer to another flag, the neutral or enemy character of a vessel is determined by the flag which she is entitled to fly.

The case where a neutral vessel is engaged in a trade which is closed in time of peace, remains outside the scope of this rule, and is in no wise affected by it.

The principle, therefore, is that *the neutral or enemy character of a vessel is determined by the flag which she is entitled to fly.* It is a simple rule which appears satisfactorily to meet the special case of ships, as distinguished from that of other movable property, and notably of the cargo. From more than one point of view, ships may be said to possess an individuality; notably they have a nationality, a national character. This attribute of nationality finds visible expression in the right to fly a flag; it has the effect of placing ships under the protection and control of the State to which they belong; it makes them amenable

to the sovereignty and to the laws of that State, and liable to requisition, should the occasion arise. Here is the surest test of whether a vessel is really a unit in the merchant marine of a country, and here therefore the best test by which to decide whether her character is neutral or enemy. It is, moreover, preferable to rely exclusively upon this test, and to discard all considerations connected with the personal status of the owner.

The text makes use of the words "the flag which the vessel is entitled to fly"; that expression means, of course, the flag under which, whether she is actually flying it or not, the vessel is entitled to sail according to the municipal laws which govern that right.

Article 57 safeguards the provisions respecting transfer to another flag, as to which it is sufficient to refer to Articles 55 and 56; a vessel may very well have the right to fly a neutral flag, as far as the law of the country to which she claims to belong is concerned, but may be treated as an enemy vessel by a belligerent, because the transfer in virtue of which she has hoisted the neutral flag is annulled by Article 55 or Article 56.

Lastly, the question was raised whether a vessel loses her neutral character when she is engaged in a trade which the enemy, prior to the war, reserved exclusively for his national vessels; but as has been observed above in connection with the subject of *Unneutral Service*, no agreement was reached, and the question remains an open one, as the second paragraph of Article 57 is careful to explain.

ARTICLE 58.

The neutral or enemy character of goods found on board an enemy vessel is determined by the neutral or enemy character of the owner.

Unlike ships, goods have no individuality of their own; their neutral or enemy character is made to depend upon the personal status of their owner. This opinion prevailed after an exhaustive study of different views, which inclined towards reliance on the country of origin of the goods, the status of the person at whose risk they are, of the consignee, or of the consignor. The test adopted in Article 58 appears, moreover, to be in conformity with the terms of the Declaration of Paris, as also with those of the Convention of The Hague of the 18th October, 1907, relative to the establishment of an International Prize Court, where the expression *neutral or enemy property* is used (Articles 1, 3, 4, 8).

But it cannot be concealed that Article 58 solves no more than a part of the problem, and that the easier part; it is the neutral or enemy character of the owner which determines the character of the goods, but what is to determine the neutral or enemy character of the owner? On this point nothing is said, because it was found

impossible to arrive at an agreement. Opinions were divided between *domicile* and *nationality*; no useful purpose will be served by reproducing here the arguments adduced to support the two positions. It was hoped that a compromise might have been reached on the basis of a clause to the following effect :

“ The neutral or enemy character of goods found on board an enemy vessel is determined by the neutral or enemy nationality of their owner, or, if he is of no nationality or of double nationality (*i.e.*, both neutral and enemy), by his domicile in a neutral or enemy country ;

“ Provided that goods belonging to a limited liability or joint stock company are considered as neutral or enemy according as the company has its headquarters in a neutral or enemy country.”
But there was no unanimity.

ARTICLE 59.

In the absence of proof of the neutral character of goods found on board an enemy vessel, they are presumed to be enemy goods.

Article 59 gives expression to the traditional rule according to which goods found on board an enemy vessel are, failing proof to the contrary, presumed to be enemy goods; this is merely a simple presumption, which leaves to the claimant the right, but at the same time the onus, of proving his title.

ARTICLE 60.

Enemy goods on board an enemy vessel retain their enemy character until they reach their destination, notwithstanding any transfer effected after the outbreak of hostilities while the goods are being forwarded.

If, however, prior to the capture, a former neutral owner exercises, on the bankruptcy of an existing enemy owner, a recognised legal right to recover the goods, they regain their neutral character.

This provision contemplates the case where goods which were enemy property at the time of despatch have been the subject of a sale or transfer during the course of the voyage. The ease with which enemy goods might secure protection from the exercise of the right of capture by means of a sale which is made subject to a reconveyance of the property on arrival has always led to a refusal to recognise such transfers. The enemy character subsists.

With regard to the moment from which goods must be considered to acquire and retain the enemy character of their owner, the text has been inspired by the same spirit of equity as governed the Convention of The Hague, relative to the status of merchant vessels on the outbreak of hostilities, and by the same desire to protect mercantile operations undertaken in the security of a time of peace. It is only

when the transfer takes place after the outbreak of hostilities that it is, so far as the loss of enemy character is concerned, inoperative until the arrival of the goods in question. The date which is taken into consideration here is that of the transfer, and not of the departure of the vessel. For, while the vessel which started before the war began, and remains, perhaps, unaware of the outbreak of hostilities, may enjoy on this account some degree of exemption, the goods may nevertheless possess enemy character; the enemy owner of these goods is in a position to be aware of the state of war, and it is for that very reason that he is likely to seek to evade its consequences.

It was, however, thought right to add what is, if not a limitation, at least a complement agreed to be necessary. In a great number of countries an unpaid vendor has, in the event of the bankruptcy of the buyer, a recognised legal right to recover the goods which have already become the property of the buyer but not yet reached him (*stoppage in transitu*). In such a case the sale is cancelled, and, in consequence of the recovery, the vendor obtains the goods again and is not deemed ever to have ceased to be the owner. This right gives to neutral commerce, in the case of a genuine bankruptcy, a protection too valuable to be sacrificed, and the second paragraph of Article 60 is intended to preserve it.

CHAPTER VII.

CONVOY.

The practice of convoy has, in the past, occasionally given rise to grave difficulties and even to conflict. It is, therefore, satisfactory to be able to record the agreement which has been reached upon the subject.

ARTICLE 61.

Neutral vessels under national convoy are exempt from search. The commander of a convoy gives, in writing, at the request of the commander of a belligerent war-ship, all information as to the character of the vessels and their cargoes, which could be obtained by search.

The principle laid down is simple: a neutral vessel under the convoy of a war-ship of her own nationality is exempt from search. The reason for this rule is that the belligerent cruiser ought to be able to find in the assurances of the commander of the convoy as good a guarantee as would be afforded by the exercise of the right of search itself; in fact, she cannot call in question the assurances given by the official representative of a neutral Government, without displaying a lack of international courtesy. If neutral Governments allow belligerents to search vessels sailing under their flag, it is because they do

not wish to be responsible for the supervision of such vessels, and therefore allow belligerents to protect themselves. The situation is altered when a neutral Government consents to undertake that responsibility ; the right of search has no longer the same importance.

But it follows from the explanation of the rule respecting convoy that the neutral Government undertakes to afford the belligerents every guarantee that the vessels convoyed shall not take advantage of the protection accorded to them in order to do anything inconsistent with their neutrality, as, for example, to carry contraband, render unneutral service to the belligerent, or attempt to break blockade. There is need, therefore, that a genuine supervision should be exercised from the outset over the vessels which are to be convoyed ; and that supervision must be continued throughout the voyage. The Government must act with vigilance so as to prevent all abuse of the right of convoy, and must give to the officer who is put in command of a convoy precise instructions to this effect.

A belligerent cruiser encounters a convoy ; she communicates with the commander of the convoy, who must, at her request, give in writing all relevant information about the vessels under his protection. A written declaration is required, because it prevents all ambiguities and misunderstandings, and because it pledges to a greater extent the responsibility of the commander. The object of such a declaration is to make search unnecessary by the mere fact of giving to the cruiser the information which the search itself would have supplied.

ARTICLE 62.

If the commander of the belligerent war-ship has reason to suspect that the confidence of the commander of the convoy has been abused, he communicates his suspicions to him. In such a case it is for the commander of the convoy alone to investigate the matter. He must record the result of such investigation in a report, of which a copy is handed to the officer of the war-ship. If, in the opinion of the commander of the convoy, the facts shown in the report justify the capture of one or more vessels, the protection of the convoy must be withdrawn from such vessels.

In the majority of cases the cruiser will be satisfied with the declaration which the commander of the convoy will have given to her, but she may have serious grounds for believing that the confidence of the commander has been abused, as, for example, that a ship under convoy of which the papers are apparently in order and exhibit nothing suspicious is, in fact, carrying contraband cleverly concealed. The cruiser may, in such a case, communicate her suspicions to the commander of the convoy, and an investigation may be considered necessary. If so, it will be made by the commander of the convoy, since it is he alone who exercises authority over the vessels placed under

his protection. It appeared, nevertheless, that much difficulty might often be avoided if the belligerent were allowed to be present at this investigation; otherwise he might still suspect, if not the good faith, at least the vigilance and perspicacity of the person who conducted the search. But it was not thought that an obligation to allow the officer of the cruiser to be present at the investigation should be imposed upon the commander of the convoy. He must act as he thinks best; if he agrees to the presence of an officer of the cruiser, it will be as an act of courtesy or good policy. He must in every case draw up a report of the investigation and give a copy to the officer of the cruiser.

Differences of opinion may occur between the two officers, particularly in relation to conditional contraband. The character of a port to which a cargo of corn is destined may be disputed. Is it an ordinary commercial port? or is it a port which serves as a base of supply for the armed forces? The situation which arises out of the mere fact of the convoy must in such a case be respected. The officer of the cruiser can do no more than make his protest, and the difficulty must be settled through the diplomatic channel.

The situation is altogether different if a vessel under convoy is found beyond the possibility of dispute to be carrying contraband. The vessel has no longer a right to protection, since the condition upon which such protection was granted has not been fulfilled. Besides deceiving her own Government, she has tried to deceive the belligerent. She must therefore be treated as a neutral merchant vessel encountered in the ordinary way and searched by a belligerent cruiser. She cannot complain at being exposed to such rigorous treatment, since there is in her case an aggravation of the offence committed by a carrier of contraband.

CHAPTER VIII.

RESISTANCE TO SEARCH.

The subject treated in this chapter was not mentioned in the programme submitted by the British Government in February, 1908, but it is intimately connected with several of the questions in that programme, and thus attracted the attention of the Conference in the course of its deliberations; and it was thought necessary to frame a rule upon it; the drafting of which presented little difficulty.

A belligerent cruiser encounters a merchant vessel and summons her to stop in order that she may be searched. The vessel summoned does not stop, but tries to avoid the search by flight. The cruiser may employ force to stop her, and the merchant vessel, if she is damaged or sunk, has no right to complain, seeing that she has failed to comply with an obligation imposed upon her by the law of nations.

If the vessel is stopped, and it is shown that it was only in order to escape the inconvenience of being searched that recourse was had to flight, and that beyond this she had done nothing contrary to neutrality, she will not be punished for her attempt at flight. If, on the other hand, it is established that the vessel has contraband on board, or that she has in some way or other failed to comply with her duty as a neutral, she will suffer the consequences of her infraction of neutrality, but in this case as in the last, she will not undergo any punishment for her attempt at flight. Expression was given to the contrary view, namely, that a ship should be punished for an obvious attempt at flight as much as for forcible resistance. It was suggested that the prospect of having the escaping vessel condemned as good prize would influence the captain of the cruiser to do his best to spare her. But in the end this view did not prevail.

ARTICLE 63.

Forcible resistance to the legitimate exercise of the right of stoppage, search, and capture, involves in all cases the condemnation of the vessel. The cargo is liable to the same treatment as the cargo of an enemy vessel. Goods belonging to the master or owner of the vessel are treated as enemy goods.

The situation is different if forcible resistance is made to any legitimate action by the cruiser. The vessel commits an act of hostility and must, from that moment, be treated as an enemy vessel; she will therefore be subject to condemnation, although the search may not have shown that anything contrary to neutrality had been done. So far no difficulty seems to arise.

What must be decided with regard to the cargo? The rule which appeared to be the best is that according to which the cargo will be treated like the cargo on board an enemy vessel. This assimilation involves the following consequences: a neutral vessel which has offered resistance becomes an enemy vessel and the goods on board are presumed to be enemy goods. Neutrals who are interested may claim their property, in accordance with Article 3 of the Declaration of Paris, but enemy goods will be condemned, since the rule that *the flag covers the goods* cannot be adduced, because the captured vessel on board which they are found is considered to be an enemy vessel. It will be noticed that the right to claim the goods is open to all neutrals, even to those whose nationality is that of the captured vessel; it would seem to be an excess of severity to make such persons suffer for the action of the master. There is, however, an exception as regards the goods which belong to the owner of the vessel; it seems natural that he should bear the consequences of the acts of his agents. His property on board the vessel is therefore treated as enemy goods. *A fortiori* the same rule applies to the goods belonging to the master.

APPENDIX

CHAPTER IX.

COMPENSATION.

This chapter is of very general application, inasmuch as the provisions which it contains are operative in all the numerous cases in which a cruiser may capture a vessel or goods.

ARTICLE 64.

If the capture of a vessel or of goods is not upheld by the prize court, or if the prize is released without any judgment being given, the parties interested have the right to compensation, unless there were good reasons for capturing the vessel or goods.

A cruiser has captured a neutral vessel, on the ground, for example, of carriage of contraband or breach of blockade. The prize court releases the vessel declaring the capture to be void. This decision alone is evidently not enough to indemnify the parties interested for the loss incurred in consequence of the capture, and this loss may have been considerable, since the vessel has been during a period, which may often be a very long one, prevented from engaging in her ordinary trade. May these parties claim to be compensated for this injury? Reason requires that the affirmative answer should be given, if the injury has been undeserved, that is to say, if the capture was not brought about by some fault of the parties. It may, indeed, happen that there was good reason for the capture, because the master of the vessel searched did not produce evidence which ought in the ordinary course to have been available, and which was only furnished at a later stage. In such a case it would be unjust that compensation should be awarded. On the other hand, if the cruiser has really been at fault, if the vessel has been captured when there were not good reasons for doing so, it is just that compensation should be granted.

It may also happen that a vessel which has been captured and taken into a port is released by the action of the executive without the intervention of a prize court. The existing practice, under such circumstances, is not uniform. In some countries the prize court has no jurisdiction unless there is a question of validating a capture, and cannot adjudicate on a claim for compensation based upon the ground that the capture would have been held unjustifiable; in other countries the prize court would have jurisdiction to entertain a claim of this kind. On this point, therefore, there is a difference which is not altogether equitable, and it is desirable to lay down a rule which will produce the same result in all countries. It is reasonable that every capture effected without good reasons should give to the parties interested a right to compensation, without its being necessary to

draw any distinction between the cases in which the capture has or has not been followed by a decision of a prize court ; and this argument is all the more forcible when the capture may have so little justification that the vessel is released by the action of the executive. A provision in general terms has therefore been adopted, which is capable of covering all cases of capture.

It should be observed that in the text no reference is made to the question whether the national tribunals are competent to adjudicate on a claim for compensation. In cases where proceedings are taken against the property captured, no doubt upon this point can be entertained. In the course of the proceedings taken to determine the validity of a capture the parties interested have the opportunity of making good their right to compensation, and, if the national tribunal does not give them satisfaction, they can apply to the International Prize Court. If, on the other hand, the action of the belligerent has been confined to the capture, it is the law of the belligerent captor which decides whether there are tribunals competent to entertain a demand for compensation, and, if so, what are those tribunals ; the International Court has not, according to the Convention of The Hague, any jurisdiction in such a case. From an international point of view, the diplomatic channel is the only one available for making good such a claim, whether the cause for complaint is founded on a decision actually delivered, or on the absence of any tribunal having jurisdiction to entertain it.

The question was raised as to whether it was necessary to draw a distinction between the direct and indirect losses suffered by vessel or goods. The best course appeared to be to leave the prize court free to estimate the amount of compensation due, which will vary according to the circumstances and cannot be laid down in advance in rules going into minute details.

For the sake of simplicity, mention has only been made of the vessel, but what has been said applies of course to cargo captured and afterwards released. Innocent goods on board a vessel which has been captured suffer, in the same way, all the inconvenience which attends the capture of the vessel ; but if there was good cause for capturing the vessel, whether the capture has subsequently been held to be valid or not, the owners of the cargo have no right to compensation.

It is perhaps useful to indicate certain cases in which the capture of a vessel would be justified, whatever might be the ultimate decision of the prize court. Notably, there is the case where some or all of the ship's papers have been thrown overboard, suppressed, or intentionally destroyed on the initiative of the master or one of the crew or passengers. There is in such case an element which will justify

any suspicion and afford an excuse for capturing the vessel, subject to the master's ability to account for his action before the prize court. Even if the court should accept the explanation given and should not find any reason for condemnation, the parties interested cannot hope to recover compensation.

An analogous case would be that in which there were found on board two sets of papers, or false or forged papers, if this irregularity were connected with circumstances calculated to contribute to the capture of the vessel.

It appeared sufficient that these cases in which there would be a reasonable excuse for the capture should be mentioned in the present Report, and should not be made the object of express provisions, since, otherwise, the mention of these two particular cases might have led to the supposition that they were the only cases in which a capture could be justified.

Such then are the principles of international law to which the Naval Conference has sought to give recognition as being fitted to regulate in practice the intercourse of nations on certain important questions in regard to which precise rules have hitherto been wanting. The Conference has thus taken up the work of codification begun by the Declaration of Paris of 1856. It has worked in the same spirit as the second Peace Conference, and, taking advantage of the labours accomplished at The Hague, it has been able to solve some of the problems, which, owing to the lack of time, that Conference was compelled to leave unsolved. Let us hope that it may be possible to say that those who have drawn up the Declaration of London of 1909 are not altogether unworthy of their predecessors of 1856 and 1907.

FINAL PROVISIONS.

These provisions have reference to various questions relating to the effect of the Declaration, its ratification, its coming into force, its denunciation, and the accession of unrepresented Powers.

ARTICLE 65.

The provisions of the present Declaration must be treated as a whole, and cannot be separated.

This Article is of great importance, and is in conformity with that which was adopted in the Declaration of Paris.

The rules contained in the present Declaration relate to matters of great importance and great diversity. They have not all been accepted with the same degree of eagerness by all the Delegations. Concessions have been made on one point in consideration of concessions obtained on another. The whole, all things considered, has been recognised

as satisfactory, and a legitimate expectation would be falsified if one Power might have reservations on a rule to which another Power attached particular importance.

ARTICLE 66.

The Signatory Powers undertake to insure the mutual observance of the rules contained in the present Declaration in any war in which all the belligerents are parties thereto. They will therefore issue the necessary instructions to their authorities and to their armed forces, and will take such measures as may be required in order to insure that it will be applied by their courts, and more particularly by their prize courts.

According to the engagement resulting from this Article, the Declaration applies to the relations between the Signatory Powers when the belligerents are likewise parties to the Declaration.

It will be the duty of each Power to take the measures necessary to insure the observance of the Declaration. These measures may vary in different countries, and may or may not involve the intervention of the legislature. The matter is one of national legal requirements.

It should be observed that neutral Powers also may find themselves in a position of having to give instructions to their authorities, notably to the commanders of convoys as previously explained.

ARTICLE 67.

The present Declaration shall be ratified as soon as possible.

The ratifications shall be deposited in London.

The first deposit of ratifications shall be recorded in a Protocol signed by the Representatives of the Powers taking part therein, and by His Britannic Majesty's Principal Secretary of State for Foreign Affairs.

The subsequent deposits of ratifications shall be made by means of a written notification addressed to the British Government, and accompanied by the instrument of ratification.

A duly certified copy of the Protocol relating to the first deposit of ratifications, and of the notifications mentioned in the preceding paragraph as well as of the instruments of ratification which accompany them, shall be immediately sent by the British Government, through the diplomatic channel, to the Signatory Powers. The said Government shall, in the cases contemplated in the preceding paragraph, inform them at the same time of the date on which it received notification.

This provision, of a purely formal character, needs no explanation. The wording adopted at The Hague by the second Peace Conference has been borrowed.

APPENDIX

ARTICLE 68.

The present Declaration shall take effect, in the case of the Powers which were parties to the first deposit of ratifications, sixty days after the date of the Protocol recording such deposit, and, in the case of the Powers which shall ratify subsequently, sixty days after the notification of their ratification shall have been received by the British Government.

ARTICLE 69.

In the event of one of the Signatory Powers wishing to denounce the present Declaration, such denunciation can only be made to take effect at the end of a period of twelve years, beginning sixty days after the first deposit of ratifications, and, after that time, at the end of successive periods of six years, of which the first will begin at the end of the period of twelve years.

Such denunciation must be notified in writing, at least one year in advance, to the British Government, which shall inform all the other Powers.

It will only operate in respect of the denouncing Power.

It follows implicitly from Article 69 that the Declaration is of indefinite duration. The periods after which denunciation is allowed have been fixed on the analogy of the Convention for the establishment of an International Prize Court.

ARTICLE 70.

The Powers represented at the London Naval Conference attach particular importance to the general recognition of the rules which they have adopted, and therefore express the hope that the Powers which were not represented there will accede to the present Declaration. They request the British Government to invite them to do so.

A Power which desires to accede shall notify its intention in writing to the British Government, and transmit simultaneously the act of accession, which will be deposited in the archives of the said Government.

The said Government shall forthwith transmit to all the other Powers a duly certified copy of the notification, together with the act of accession, and communicate the date on which such notification was received. The accession takes effect sixty days after such date.

In respect of all matters concerning this Declaration, acceding Powers shall be on the same footing as the Signatory Powers.

The Declaration of Paris also contained an invitation to the Powers which were not represented to accede to the Declaration. The official invitation in this case, instead of being made individually by each of the Powers represented at the Conference, may more conveniently be made by Great Britain acting in the name of all the Powers.

DOCUMENTARY HISTORY—NAVAL

The procedure for accession is very simple. The fact that the acceding Powers are placed on the same footing in every respect as the Signatory Powers of course involves compliance by the former with Article 65. A Power can accede only to the whole, but not merely to a part, of the Declaration.

ARTICLE 71.

The present Declaration, which bears the date of the 26th February, 1909, may be signed in London up till the 30th June, 1909, by the Plenipotentiaries of the Powers represented at the Naval Conference.

As at The Hague, account has been taken of the situation of certain Powers the Representatives of which may not be in a position to sign the Declaration at once, but which desire nevertheless to be considered as Signatory, and not as acceding, Powers.

It is scarcely necessary to say that the *Plenipotentiaries of the Powers* referred to in Article 71 are not necessarily those who were, as such, delegates at the Naval Conference.

In faith whereof the Plenipotentiaries have signed the present Declaration and have thereto affixed their seals.

Done at London, the twenty-sixth day of February, one thousand nine hundred and nine, in a single original, which shall remain deposited in the archives of the British Government, and of which duly certified copies shall be sent through the diplomatic channel to the Powers represented at the Naval Conference.

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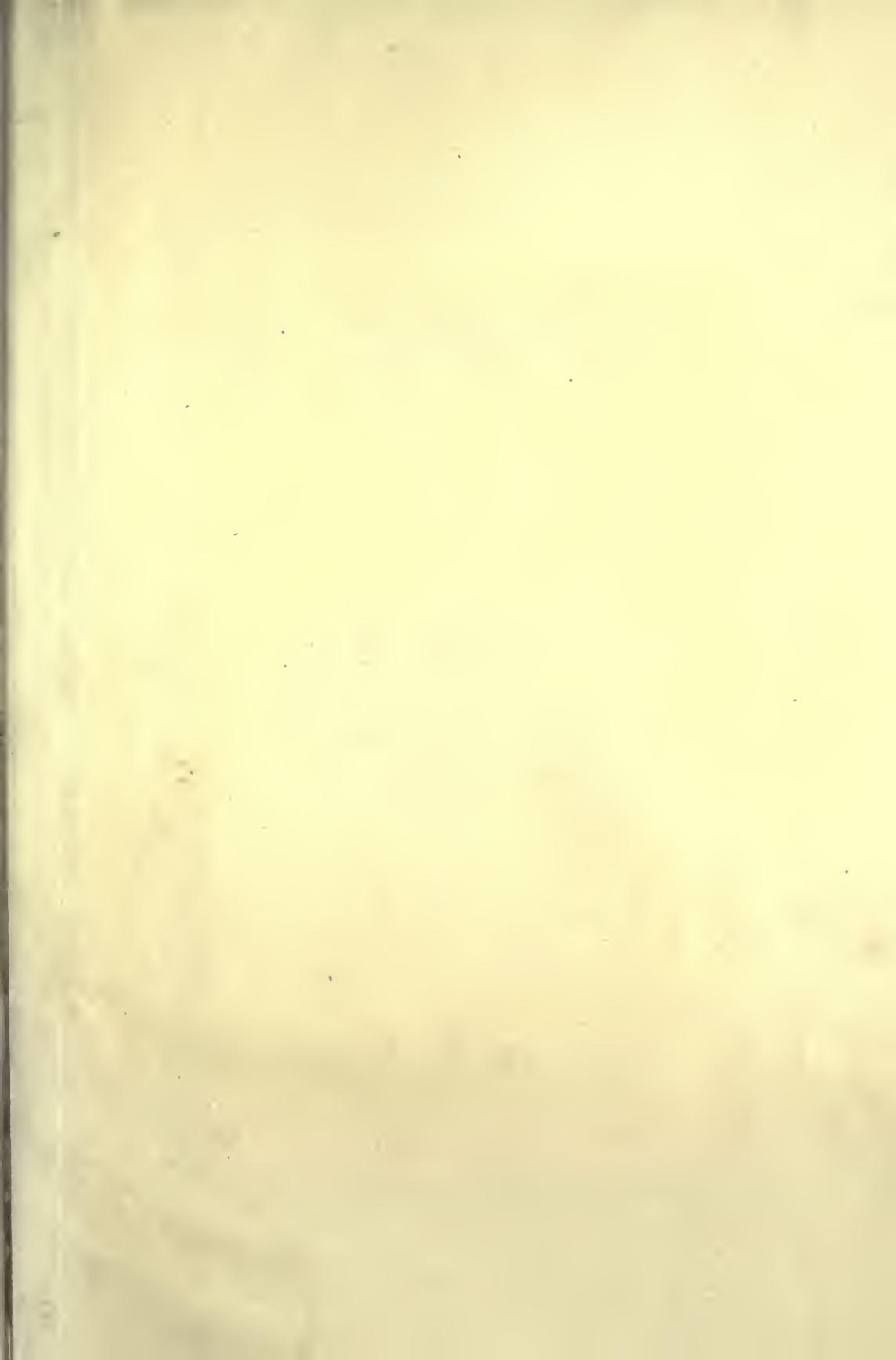
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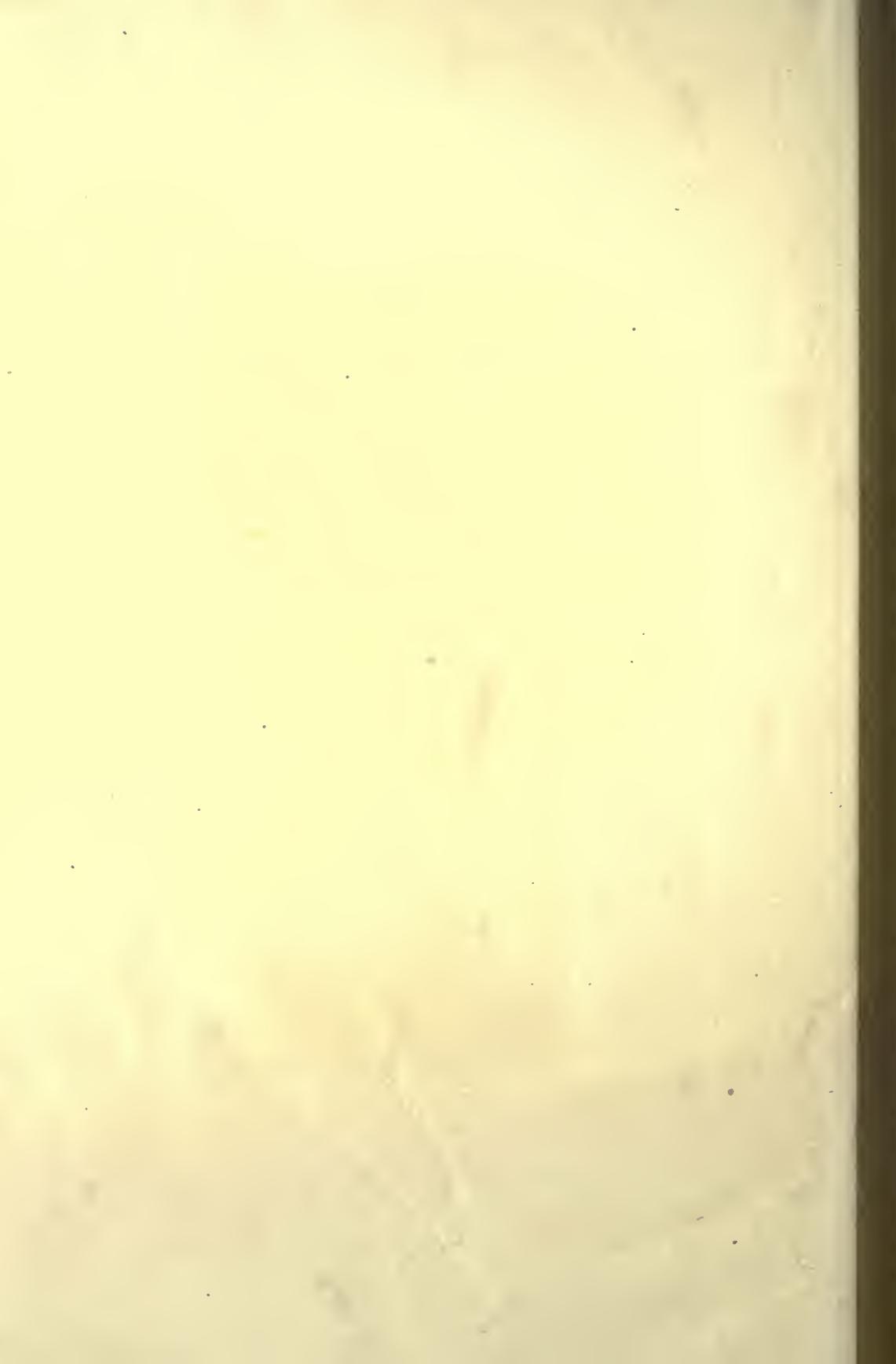
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